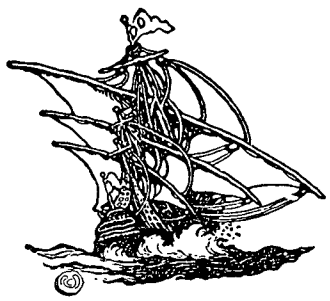
THE SURVEY

MIDMONTHLY

JULY 15, 1925



Denver

Paul U. Kellogg

Preventing Violent Death

J. J. Durrett, M.D.

Social Work in a Competitive World

W. J. Norton

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A Glimpse Ahead

AND so they laugh—and step on the gas; and still laughing, they wave their hands to us, five minutes later, as they go round the last corner and disappear: they have run clean out of the world of our conventional morals, forgotten us, our threats and our penalties, and are "on their way"; in a very real sense, they have taken the moral future of the race off with them.

J. K. Hart, in The Automobile in the Middle Ages, studies the bearing on our education and morals of the mechanistic reality of which the automobile is the everyday symbol. August Graphic.

OUTLAWRY of war is not only the ideal for whose attainment we must strive but it is a practical and indispensable part of the machinery necessary to establish a warless world . . . . If the ban were placed upon the use of war in settling international controversy the militarists who were endeavoring to force a nation into war would be the criminals instead of those who oppose the use of aggressive violence among nations.

Florence E. Allen, judge of the Supreme Court of the state of Ohio, makes a forthright statement of the reasons for outlawing war and the effects that would result. August Graphic.

IT seems that some time ago every municipality was required to have a jail somewhere within its boundaries. The St. Joseph's Island people, not wishing to be extravagant, erected a little stone building about twelve feet square. Even this proved larger than their needs and it did not look as though they would ever have further use for it. So the Women's Institute, with characteristic thrift, converted it into a library. It stands there solid as the native rocks, an unadorned square stone building, flippant little muslin curtains blossoming within the grated window, and shelves and shelves of books inside.

The Thing that Needs Doing, by Ethel M. Chapman tells many sprightly stories of community progress led by the Women's Institutes of Ontario. Coming in the Graphic.

WHATEVER else may be said to have happened in the two Opium Conferences at Geneva—"Opium" won. Out of all the marching and counter-marching, the drawing of swords and putting them up again, the rumors of defeats and famous victories, the traffic in opium and other narcotic drugs has gained a new lease of life.

John Palmer Gavit, in Anyway, Opium Won—a straightforward report of the net meaning of the recent international palavering over the traffic in narcotics. August Midmonthly.

TAIN'T noways no use to wait fo' de Dawktah. If de woman gits t' screaming and kickin' roun' too much, I jes' ties up dey han's and feet and smacks 'em tell dey lies quiet."..... Is the birth of a child with such unscientific help for the mother an occurrence limited to a very few backward and isolated communities in America? On the contrary; it is of such general occurrence that it is of vital importance to the whole nation. ...In Virginia, more than one hundred women, of whom only three were white, came to the classes for midwives. It was Aunt Liza who ejaculated in class, when the necessity for keeping the patient's pores open by bathing was being emphasized, "I jes' knows dat's de trufe, 'case I feels so *openated* atter I takes a bath."

Ketchin' Babies, by Samuel McCoy, is the story of the effort to bring white and Negro midwives up to the level of reasonably safe practice in communities where their aid seems to be all that is available in thousands of births. August Graphic.

WITH all the known kinds of parasites, innumerable loathsome forms, marshalled and reviewed, and seen as all more or less degenerates from better stocks, their interpretation stood out clear. What was the evil spell under which so many forms of life had fallen, and are falling still? ....Why do the keen sensitive feelers vanish, the brain-ganglion stop growing, and go back almost to nothingness? And yet active growth, multiplication even thousand or million fold, yet only to an inert bag when life is mature and complete? Why? Because the creature had adopted the utilitarian philosophy .....

The Rhythm of Progress, by Patrick Geddes, traces surprising origins and follows surprising mutations in our contemporary wisdoms. Fifth of the Talks from the Outlook Tower. August Graphic.

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THE SURVEY

Midmonthly Number

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The Gist of It

THE SURVEY'S annual report of the National Conference of Social Work, like the roster of registrations at Denver, is a bit smaller than usual. But like the conference itself, it goes back to first principles. The editor (still, as will be inferred, absent from his desk) reported the Denver sessions in the light of the fresh impressions of mountain, coast, and their several social manifestations in this year of grace which he had just received in an extended spring journey (p. 425).

SINCE, as Mr. Kellogg reports, the conference signalized in some measure the coming-of-age of the federation movement, and since that movement is year by year bringing within the reach of social work appeals a wider and wider audience, the statement of social work principles by Mr. Norton in his presidential address in a form addressed directly to the layman who questions the need or value of the whole enterprise was a timely one. Parts of this address, in compressed version, are published on p. 431.

"A LITTLE more than 8 per cent of all deaths, or about one in twelve are the result of violence. The significance of this loss of life is greater since little or no effective effort is made to check it." Doctor J. J. Durrett, superintendent of health of Memphis, Tennessee, assisted by W. G. Stromquist, sanitary engineer of the department of health of that city, has made a study of violent deaths, their cause and prevention, which has attracted wide attention. They are co-authors of an article (p. 435) based on their findings.

THE story of Julia Steffan, her sister Emma and their struggles in a new country, aided by a sympathetic group of new friends is a true one—only the names have been changed (p. 439). Emily B. Moores who tells it is a social worker connected with the Miami Valley Hospital at Dayton, Ohio.

HOW well are day nurseries being run today? Frances Colbourne discusses (p. 441) two recent studies of their work in Pennsylvania and New York. Miss Colbourne was until recently connected with the Philadelphia Association of Day Nurseries and is now with the publishing house of Doubleday, Page and Company.

IN the four-square organization of research on which the work of the Committee on a Regional Plan for New York and Its Environs is built Social and Living Conditions occupy an essential place. Planning New York, so far as may be possible, is to be done in the light of all the available social fact as well as economic, legal and engineering fact. Mr. Hanmer, director of the Recreation Department of the Russell Sage Foundation, here summarizes the investigation of playground facilities in the city of New York which has been made in preparation for the plan, and draws some conclusions which should be of interest to playground people everywhere (p. 444).

THE movement for workers' education, like all movements which are called educational, and all movements in which workers are concerned, like all movements, indeed, which stir up the criss-cross currents of our contemporary spiritual life, is still a bit uncertain of its course and still subject to various and often contradictory interpretations. The industrial editor introduces his department in this issue (p. 448) with a brief note in which some of the trends are sorted out and related to each other; Horace M. Kallen discusses The Nub of Workers' Education (p. 449) in a condensation or pocket-paraphrase of his recent book, Education, the Machine and the Worker (The Republic Press); and Professor Eubank of the University of Cincinnati presents a development now in process in that city which links trade unions and academic folk in a joint enterprise (p. 451).

AMONG the book-reviewers of the month are two whose recent activity has given them exceptional insight into the implications of our present immigration policy: Professor Fairchild (p. 454) who has been engaged in social immigration research under the auspices of the National Research Council, and Cecilia Razovsky (p. 454) secretary of the Department of Immigrant Aid of the National Council of Jewish Women.

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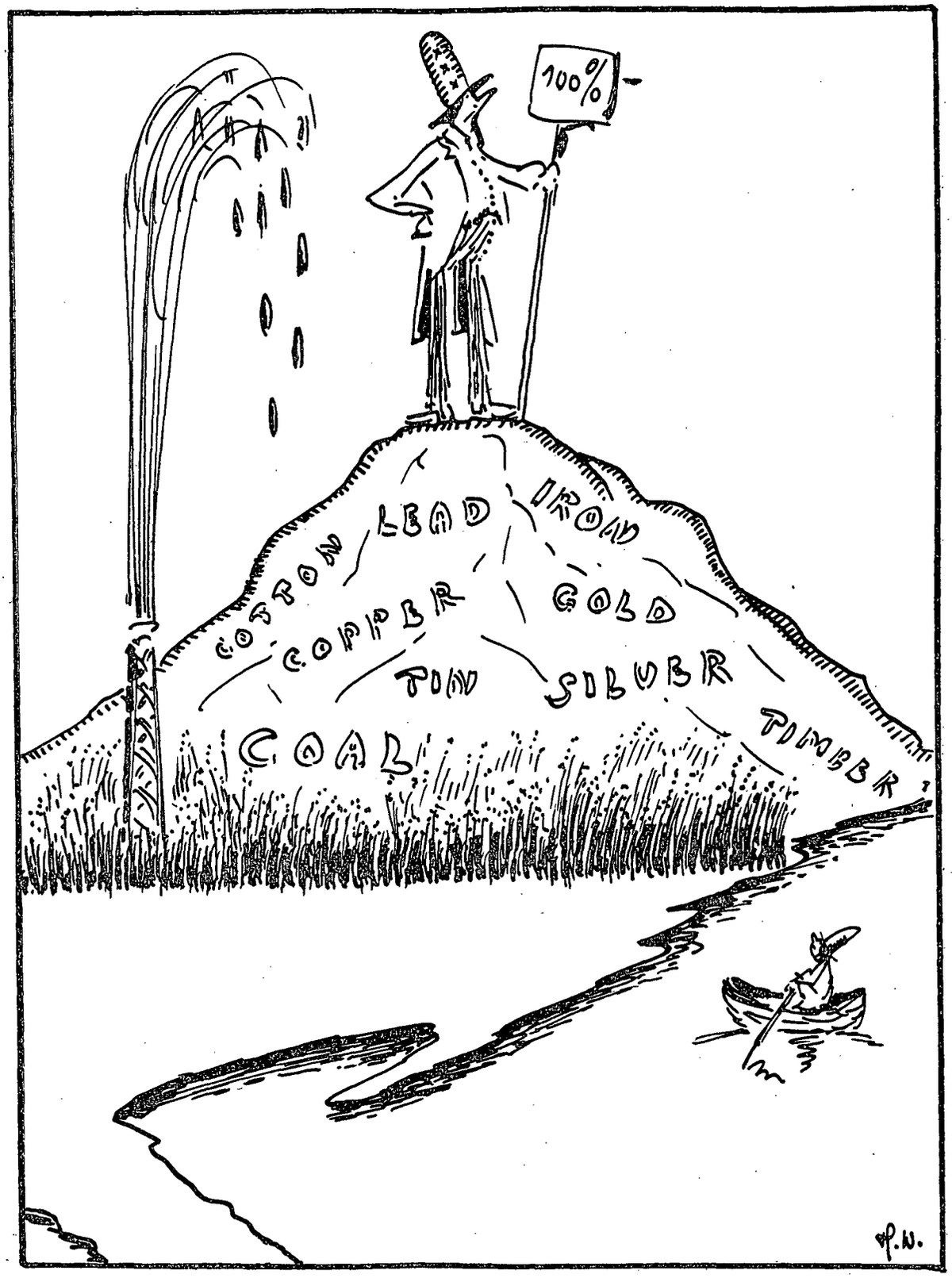

Hendrik Willem Van Loon

BUT WHAT ABOUT THE OTHERS?

(Social Work in a Competitive World, page 431)

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THE SURVEY
MIDMONTHLY

July 15
1925

Volume LIV
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The Social Workers in Denver

By Paul U. Kellogg

IN welcoming the National Conference of Social Work in mid-June, a spokesman for Denver touched it off in words more suggestive of a kindling sunset than a Cape Cod lighter—The Conference was to "replenish the torch which is the light of the world!"

Now, *there* was your broad-brimmed western flare; though of course, against the background of the country west of the Mississippi, the one thousand four hundred social workers who were registered, rolled into one, would be a pebble thrown into a big pool. Up and down the coast, across the deserts and through all the mountain passes, the windows and observation platforms of all trains had been peppered for a week with the red fezzes of Shriners, homeward bound from their huge convention in Los Angeles. Portland was having its carnival of roses. In Salt Lake City fourteen thousand young Mormons were parading the streets in celebration of the fiftieth anniversary of the founding of their Mutual Improvement Association by Brigham Young. Ranchers, lumbermen, miners, railroaders, bankers, packers, apple growers, realtors, oil-drillers, were busy in their unmindful ways. Morons and geniuses, children and seasonal laborers and flappers, the sick and the successful were heedless of these debaters.

Yet none the less, riffles from that pebble will reach out over that pond, and at Denver the reflecting surfaces of these riffles caught up a distinctive western landscape and gave fresh imagery to some of the things we call social problems. It was the West which offered an Asiatic turn to the discussion of foreign immigration and the West which recast the ancient restless instinct of our own people in terms of tens of thousands of wheel-loose families—the "automobile migrants" of the conference program, the gasoline gypsies described by Mr. Sanderson in Survey Graphic last December. It was appropriate that in the Colorado highlands the question of the health-seeker from the East—the impoverished tuberculous patient—should be re-opened. On the other hand, at the Denver meeting there were echoes of a committee report, presented to the earlier California State Conference at Sacramento (See Survey Graphic for June, page 291) which challenged national attention with respect to the spread of Mexicans as common laborers, not merely throughout the Southwest but on to the head waters of the Mississippi—as steel workers in Pittsburgh, harvest hands in Kansas, beet pickers in Michigan, and railroad track workers everywhere.

These are so many facets of one ramifying social phenomenon—migration. In such wise, as significantly if not as spectacularly, you could run through section after section of the conference and find at every turn special western problems; the western incidence of national problems; and zestful western contributions to the solutions of both.

DENVER itself was an interesting setting. Thirty-two years had elapsed since the last meeting of this national body in the Colorado capital. It happens that one of the distinguished sociologists who spoke before the conference was a newspaper reporter in Denver in the early nineties. Those were the years when the bottom had dropped out of the price of silver, with well known consequences in the political history of America, if not in the evolution of man. Miners, out of a job, were everywhere, as this returned visitor recalled it, and stick-ups to be watched for at any alley corner. Those were the days when Soapy Smith owned the auction rooms and ran the town after the manner of all pre-Steffens city bosses; when seven vaudeville houses "for men only" gave their stamp to the community. Perhaps the fact that this reporter-sociologist was employed the entire time of his six months stay in the city in looking up murder cases, or reporting murder trials, may have colored his outlook thirty-five years ago. But his remembrance is a sufficient way-mark of changes which have come over municipal life in the United

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States: changes to which Denver has been contributing both illustration and leadership.

Witness the juvenile court, which Judge Ben B. Lindsey more than any one else "got over" to the American public; witness the community chest in which Denver also pioneered.

Witness the fact that while the conference was in session members of all the civic bodies in Denver voted support of a city-wide project for scenic and recreation centers, connected by drives and boulevards. Dry Gulch is to be dammed and turned into a lake.

Witness the election to next year's presidency of this national conference of a daughter of Colorado—Gertrude Vaile; who, successively, as graduate of the Chicago School of Civics and Philanthropy, district superintendent of the Chicago United Charities, creator and secretary of the Bureau of Charity of the city and county of Denver, director of civilian relief for the American Red Cross in the Mountain Division during the war, and secretary of the Colorado State Department of Charities and Correction, admirably sums up in her own vocational case history the emergence of the trained social worker as a servant of community and commonwealth.

Witness, moreover, the address before the conference of the executive who had appointed Miss Vaile to her last post—Ex-Governor William E. Sweet. His speech on The State and Human Welfare traversed much of the ground of social legislation which has concerned the conference in recent years. A western Democrat, he paid even-handed tribute to Roosevelt as president and Al Smith as governor. He held the public school to be the greatest social institution of them all; education a social process. He stood for the extension of the police power in the public interest; for minimum wage laws for women; for vocational rehabilitation for civilians as well as for ex-soldiers; for private experimentation and research and public action close at its heels.

THE shift from Soapy Smith to the social case-worker and the social statesman—the development of Denver from mining center to an integrated community, are of course parts of the American process. Parts of a world process. Inventions and discoveries, swifter than the rush to Cripple Creek, tax our ingenuity to match them with social and civic change.

In June for example the mountain region hailed the connecting up of automobile highways across the height of land which will shorten the way to the Pacific for great groups of states. This was marked by ceremonies reminiscent of the old meeting of the railways at Ogden. At a gathering of scientists at Boulder a speaker announced the prospect of reducing oils fit for food from Colorado shale. While the conference was in session, the doctor in charge of the Salmene Winter Foundation of Denver presented the results of three years research in the study of fifty children through the medium of the x-ray "with the object of determining the normal child." While the conference was in session also an airplane was employed by Denver dealers in medical supplies to carry two tanks of oxygen from Hogan field to Estes Park to save the lives of two influenza victims.

Yet in the midst of this changing world, beneath the surface of one of our modern cities, with its museums, its capitol, its courts and churches, its community chest and settlements, its hospitals and department stores, lay substrata of hates and fears as old as intolerance itself. This is not true of Denver alone, of Colorado alone, any more than of Georgia or Texas, Kansas or Indiana alone, or Massachusetts for that matter where a fatal Klan clash was reported in June. Only, as Professor Charles A. Ellwood of the University of Missouri pointed out, in the South and West it has gathered greatest head until "there is growing up a civilization that is essentially un-christian and un-democratic because it is intolerant"—destructive of the very values for which this nation has stood.

The tumbling streams of the Rockies are being harnessed at a hundred points for power transmission which may affect the common life as supremely as the spread of steam and gas engines. The out-croppings of the Klan in American community life may be considered as so many evidences of latent human energies running to waste or perverted. While the conference was in session the Grand Dragon of the Klan in Colorado—(modern—or medieval, if you will—successor to Soapy Smith) was held in duress for a few brief days in that oldest of our repressive social institutions—the county jail. Yet all the community organizers, the foundation executives and the civic reformers gathered in this conference combined, had nothing to match the showing of the Klan leaders in Denver and Colorado, who in less than four years have captured both political parties, one branch of the legislature, the city administration and the state government. For the most part, the conference delegates went their way, less mindful of what lay thus beneath the surface of the community life, than they were of the fact that for the coast-dwellers among them their meeting place was a mile high. Except as their curiosity was aroused by some newspaper headline, there were delegates who came and went unconscious of the struggle about them.

NONE the less, the church corner where the conference had its headquarters had been a distribution point at an earlier date for the Klan paper which spread the polite suspicion that President Harding was poisoned by the Catholics! From Lookout Mountain, where the conference outing was held, you could look down on the table-like hill where the great Klan meetings are held. Western delegates coming in over the D. & R. G. W. passed a Utah mountain-side where a burning cross of brushwood—perhaps a quarter of a mile long, was to be seen for miles. Sister Mary Angel, who calls herself an ex-nun, probably spoke to more Denver people in the fifty-two meetings she addressed in June than all the conference speakers at all the conference sessions. She has a satchel full of rosaries and exhibits the neat little gingham bags with tie-strings in which the babies of the sisters are carried to the furnace to be burned up! She speaks to men's meetings and to women's meetings separately, renounces the confessional, exhorts the boys to keep clear of Catholic girls, and caters to their prurience. For not only does the Klan in its lower reaches run the scale of excitement and pageantry, mystery, suspicion, trepidation, but it plays sex.

In its higher reaches, its organ tones are 100 per cent Americanism and the prejudices loosened but not satisfied by the war. A sermon by the pastor of one of the churches in which conference section meetings were held was carried in a recent issue of the Klan paper. The chairman of one of the local sub-committees of the conference was one of the Grand Dragon's lieutenants to visit him in the county

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jail, and gave out the statement that "Dr. Locke had issued an order that no member of the Klan should become involved in violence during his confinement."

The Grand Dragon was sent there the first week of the conference by the Federal District Judge for contempt after he had "lost" his books of account in the suit brought by federal income tax officials for failure to make returns for years past. (See My Fight with the Ku Klux Klan by Ben B. Lindsey, Survey Graphic for June 1925.) Meanwhile, on another day of the conference, Judge Lindsey was referring to the criminal branch of the district court the kidnapping case in which the Grand Dragon is charged with having a youth brought to his offices and threatening him with a surgical operation if he did not marry a girl. In doing so, Judge Lindsey charged these judges with being klansmen and challenged their competence to handle the case which, under the law, he must turn over to them. "It seems difficult to believe," he said, "that judges on the bench, sworn to obey the constitution and laws of the land, and also belonging to this secret oath bound organization, sworn to obey certain of its tenets and rules, could consistently and justly try an issue between the people whom they represent in one capacity and the Ku Klux Klan, which they represent in another capacity."

And meanwhile, on still another day of the conference, the Colorado Supreme Court was handing down a decision upholding in office the state adjutant general, who had been supplanted by the governor with a klansman—a move, in the eyes of his opponents, to get control of the militia. And on yet another day was reported the launching of the Constitutionalists—a body of citizens organized to oppose the Klan.

Evidences, all, of a community split wide open, mistrust deepening into mistrust. The Klan is thought to be at its peak in Colorado; it will probably, as in Texas and Oregon, lose ground. Internal strife will play a part. Repressive measures, where the Klan sets itself superior to state or federal government and courts will play a part. But its course will remain a challenge to the creative social forces of the commonwealth to elicit for good, energies which have been elicited only to be perverted.

The wild fire which has spread through Colorado and other Klan territory raises the question whether hate and fear are the only motives which can kindle concerted action so widespread that beside it our reform movements burn like smudges.

The conference, as such, struck only slanting blows at the situation. There was a strong plea by a professor at a Mormon university for mutual forbearance and understanding. There was Professor Ellwood's intellectual appeal. There was the brilliant and devastating address on racial snobbery by Professor Frederick Starr of Seattle; and the dynamic idealism of two church leaders, the Rev. Frank Nelson of Cincinnati and the Rev. John Howard Mellish of Brooklyn. There was Sherwood Eddy's spirited answer to the question—What shall we do about war?—in which he showed the propaganda of hate at work in its largest and most desperate arena. And there was the luminous presidential address of William J. Norton of Detroit in which he had the courage to uphold love as the mainspring of social work—as the "thin film of protection between the wheels of life which lubricates them and keeps the whole machine from burning out in the merciless friction of living"—as the force which "lifts man from the plane of the beasts and stretches his stature upward until he can see and hear God."

WE have had another example of propaganda carried to great lengths in the contest this winter over the Federal Child Labor Amendment in two score of state legislatures; and the conference had a tangible exhibit of it in the debate staged between Owen R. Lovejoy of the National Child Labor Committee and Ex-Senator Charles S. Thomas of Denver. There has been the sharp intellectual clash between two schools of political and social thought; and there has been a scare appeal to the emotions on the part of its opponents. Mr. Lovejoy opened and stuck to the intellectual level and his argument ran that a sovereign government should have the power to protect its own children, and that the pending amendment is properly drawn for the purpose of conferring upon our federal government such power. With only 4 states voting to ratify, 22 states refusing to ratify or rejecting, and 7 states so acting in one house, he was ready to admit there is ample time ahead for the people of the country to consider the question on its merits; and he advanced these questions of fact: either there are a large number of children involved or there are not; either state laws are enough or they are not; either school attendance laws act as the equivalent of child labor laws or they do not. He marshalled facts on each point in the negative. His address was called, by a life-long worker for childhood, not only the best he had ever delivered, but the best ever made in their cause.

Opposed to Mr. Lovejoy was a tall spare man, lithe of carriage in spite of his years and shock of gray hair, with the finished delivery of the trial lawyer. Georgian by birth, governor and twice senator from his adopted state, Mr. Thomas seemed to sum up in his person the characteristic intellectual leadership which was thrust up in the development of the West and which has found its congenial arena in law court and legislative assembly. He voiced that self-reliant individualism, that intense holding for freedom, that belief in work and adventure as the marrow of life, which is the great spiritual heritage of the region. His convictions will find play in the Tennessee trial for freedom of teaching this summer. Compared with him, Governor Smith represented a younger generation ready to try out the use of some of these qualities collectively, now that the country has grown up. And compared with him, Lovejoy was like some forester arguing it out across a line fence as to whether it is anybody's business but his own what a farmer does with the trees in his wood lot.

In a sense, the two debaters, the Georgian born and he of abolutionist stock, may be said to have personified those two great modes in our history as a people which have crystalized in states rights and nationalism. But Lovejoy's presentation soon shifted the debate from this theoretical plane on which the two speakers were evenly matched, to more pragmatic levels—to some practical footing upon which local self-government may be left intact for grown citizens, and at the same time every American child be assured a minimum of protection during his growing years. Here Lovejoy had his facts, his gains of fifty years gathered into one knowledge of childhood and life and growth, his social perspective on a country already half industrial. Here Thomas had his feelings, nourished by the pabulum of certain industrious bodies of manufacturers who have not only

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spread their propaganda over the city press, but through a fake organization, the Farmers' States Rights League, have seeded it down at every crossroad.

He held the purpose of the amendment to be the placing of thirty-five million minor citizens under one government bureau, superseding the Bill of Rights, and setting up a body of federal agents ten hundred thousand strong. (There were seventeen field agents under the first federal law.) The socialists, the bolshevists, the people who expect to go to heaven by attending to other people's business, were back of it, he said. Once the amendment was passed, the power of the state, the power of the local public, the power of the parent with regard to the custody and control of the child would be gone forever. It was a monstrous proposition, a drive to do in this country precisely what they were doing in Russia. ("Give me a child until he is 13, and you can do what you like later.") It was a scheme to nationalize the children now and the next generation will be primed to spread bolshevism throughout the world. A certain "Mrs. Hellby" (the secretary of the National Consumers' League was in the audience but the speaker was as confused over her name as over the principles she stands for) moved through his imagination with an aura of dread.

As a lusty exponent of the individual who looks out for himself, of that "natural liberty which lies at the foundation of our republic," Senator Thomas exhibited the free spirit bred of the frontier. His speech was a gong that gave warning and surety that our stock is one which will not brook regimentation—though his reliance upon clapping on the cure-all of work and his fear of leisure as a common possession were parlously out of joint with that faith. The extremes to which he carried his argument would balk state no less than federal child-labor laws; and his contention became in the end the same that has been marshalled against all our social advances which have impinged on private property and personal liberty whether in freeing the slaves, or in regulating tenements, or in enforcing labor legislation. He altogether confused work with the exploitation of children for gain. His irritation at flapperdom, male and female, among the offspring of the well-to-do was near and keen and present; but as Lovejoy reminded him in rebuttal, he had forgotten or never heard of the boys of the glass houses who worked ten and twelve hours a night before these much berated child-labor reformers took up their cause, of the children of nine and ten they found in the dust of the coal breakers, of the tots in the textile mills who worked as many hours as there was daylight. It is the people who espoused the cause of these children, who after a quarter of century of effort, come to us with the testimony that only by a national minimum and the pressure of at least potential federal enforcement can we make the conservation of childhood country-wide and enduring.

Senator Thomas, with his inflexible convictions, his insulation to realities in a changing world, his conscious or unconscious playing up to those interests whose concern is not by any chance the protection and nurture of children, his natural selection of misinformation and reckless propaganda to fortify his feelings, registered the length and breadth and thickness of the slow educational job before the advocates of the Twentieth Amendment. He is not an isolated figure. While the conference was in session, Dr. Hubert Work, secretary of the interior, hit some of the same bells in an address to the graduating class of the University of Colorado.

You would need a spiral to chart the growth of the National Conference of Social Work since it was founded as a mutual gathering over fifty years ago by leaders among the state boards of charities and correction. They gave it its name, but in due course there rose the charity organization crowd, upsetting in its day, driving home the need to consider not alone the wards of the state but the families from which they came. Came the settlement folk with their consciousness of the community, and Graham Taylor thumping the speaker's desk at the Grand Rapids meeting with his plea—"Not charity, but justice." It was six years before he was called on to speak again. And then, in the early years of the century, came the rise of the preventive social movements, national in scope, and the mounting interest in industrial conditions as causes of misery and unrest. These developments in conference history culminated in the formulation of a program of minimum labor standards by twenty national bodies at the Cleveland conference in 1912—a program which Colonel Roosevelt lifted almost bodily as a section for his Progressive platform. With the war came the Red Cross and the high tide of home and overseas service and relief activities; and after it, in the domestic field, the swing to health interests and the new emphasis on psychology and psychiatry, especially in case work, which stamped the semi-centennial meeting in Washington two years ago. What of this conference of 1925? The key was not hard to seek.

Denver is credited with having organized the first community chest. Cleveland, chosen as the conference city in 1926, first saw the rounded development of a city federation; and William J. Norton, president of the Denver conference, is the engineer-statesman of the movement, with solid and spirited accomplishments to his credit in both Cincinnati and Detroit. Halsted L. Ritter, chairman of the Denver committee (whose hospitality was infectious) was long president of the local community chest and is president of the American Association for Community Organization. At the National Conference of Jewish Social Service, which met also at Denver, one of the active issues was how far and whether the earlier Jewish Federation should merge their appeals with the general federations.

The Denver conference may thus be said to mark the tidal reach of this new organizing force in local social work—its coming to power as the charity organization and settlement groups forged to the front in their day. And here an interesting thing is to be set down. The conference division through which this group especially functioned—that of organization of social forces—was given up not to a rarification of problems of charitable finance but to the engineering of city-wide services. The shift was unmistakable; history was repeating itself. Sooner or later the basic human claims underlying all social work assert themselves, as against all questions of institutions, procedures, administrations, budgets. Under the chairmanship of Sherman C. Kingsley, whose executive leadership in Cleveland and Philadelphia has been one of the genuine assets of this newer movement, there were taken up in turn in a series of remarkable papers, the range and contents of city-wide service in the fields of health, of family welfare, of recreation, or dependent children. Moreover, in the councils of the American Association of Community Organization, which met as a kindred group, the function of this national body was reconsidered and the part it can play forecast in rehabilitating local chests and federations, in

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bringing leading laymen in the movement in contact with men of their stamp in backward communities; and also in broadening their concern from money-raising to organized service.

IT must not be thought that the divisions which crystalize some of the earlier impulses which have found common cause in the conference were altogether overshadowed by this formidable development; or that they lacked vitality. The re-emergence of the county as an administrative unit and psychiatry as a new tool in institutional work were taken up by the division on public officials and administration. The division on delinquents and correction confirmed the mounting interest on all sides in behavior problems as did the kindred meeting of the National Probation Association. The mental hygiene division was itself rich in fresh drafts of experience; its contribution to case work in a score of fields has come to stay. There are psychologists so bold as to predict that their group will supplant the sociologists in moulding the social practice of the future, but they could not have said so with such confidence had they attended the spirited section meetings on neighborhood and community life or the related kindred group meeting. Not the least joyous incident of the conference to visiting settlement folk was the discovery of that migrant pioneer, Dr. Jane Robbins, in residence and at work in Denver.

This entire review might have been given up to an interpretation of the section meetings on the immigrant, but the lively issues there raised, as well as discussed at the National Conference of Jewish Social Service, the Conference on Immigration Policy and the Temporary Committee on Naturalization, are and will be so opportune throughout the year that they can better be taken up as occasion arises in subsequent issues of The Survey. The Denver meetings may be said to have staged the "come back" both of child labor and of immigration as active public questions. The suggestion was made that the conference section on immigration be discontinued; but the suggestion died a-borning. In the industrial field, whether the matter under discussion was that of regularizing employment, of labor's part in management, of cooperative banks and production, of labor education or of industrial hazards from accidents to old age, there was promise that future conferences will witness the resurgence of interest in economic conditions and relations and the division committed to them. The section on children—one of the oldest of the conference—was as always one of the best attended and richest in discussion, and the same can be said of that on the family, which trenched on two of the most active issues in public concern before the conference—the migratory families and auto camps which have thrust new and baffling problems on every community in the West; and those questions of marital relations which the section discussed under the heading of the family and the law. In a sense the election of Miss Vaile was a spirited rejoinder by fellow social workers the country over to her dislodgment by the Klan governor of Colorado; but in a deeper sense it was a recognition of the fundamental contribution of the family case worker to the totality of the social worker.

THE place of the social worker on the firing line of life and labor was borne out in another and sadder way; and this also in the person of a Colorado member. While the conference was in session, death came to Garnet Isabel Pelton, executive secretary of the Colorado Tuberculosis Association, who literally gave up her life in the cause of those she served. As the Daily Bulletin pointed out, Miss Pelton had been "twice a pioneer; first in hospital social service at the Massachusetts General Hospital, Boston, and later in anti-tuberculosis work in Colorado."

The report of Jessamine S. Whitney, statistician of the National Tuberculosis Association, on the facts of the migratory tuberculosis patient was one of the features of the health section. Aside from its local appropriateness, it was an excellent example of analytical work. Dr. W. F. Walker, research associate of the American Child Health Association, gave a glimpse into the health performance of the smaller American city. The two papers are cited because both dealt with experience, opinions, policies and results of interest equally to the professional sanitarian and to the sociologist in health. They were convincing footnotes to a rather profitless discussion before the health section on the relation of social worker and health agency. That discussion may be said to have betrayed at one and the same time a consciousness of new professional identity and some uncertainty as to the likelihood of stepping on the toes of another profession. To quote Dr. Emerson, there is really "no conflict between social workers and health agencies. We are developing teams, not tandems. Our health and social agencies are pulling on the same pair of driving wheels and use the same front wheel to steer with. Future conferences should not be diverted from the real road before them by setting up straw obstacles to be run over." All in all, twenty-seven papers were presented either by physicians or upon topics requiring a knowledge of health supervision on the part of the authors, a good evidence of the inseparable relation between socially-minded doctors of medicine and the other brotherhoods and sisterhoods of social work. Evidence, also, of the impossibility of reviewing in detail either the health section or the conference as a whole; much less the meetings of twenty-seven kindred groups at Denver.

THE newest comer of the conference sections was that on professional standards and education. The discussions at the five section meetings underscored the rise of morale. Analogies with other professions were resorted to much less frequently than in the past; social work, for better or worse, is standing on its own legs.

A better understanding was reached at Denver as regards the relations of social agencies and the training schools. Conflicts were, to be sure, revealed at certain points. The trend of the school is to give rounded equipment. The demand of the agencies, however, is less for executives than for people technically trained in some specialty. The danger in building up staffs without a background of "what it is all about" was challenged by school men and admitted by spokesmen for the agencies who none the less face a practical situation in needing people prepared to do particular jobs even if they have to train them up from raw material. Here the exigencies of budgets enter in, and the meagreness of salaries offered to recruits who have spent years in study. Altogether the ventilation of these differences was healthy; the substantial progress in recent years in professional education was recognized, and the part which can be taken by the agencies in building up professional standards was better defined.

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Hopeful males at the conference pointed with pride to the fact that the Denver meeting was characterized by a growing proportion of men in attendance. There was even a smoker for them. On the other hand, the recognition of the status of women in the new profession and the calibre of leadership they have to give was borne out both by the election of Miss Vaile to the presidency and the election to a vice-presidency of Miriam Van Waters, who had been elected president of the California State Conference (the largest in the country) a fortnight before. It is not overstating it to say that the referee of the Juvenile Court of Los Angeles was the speaker most in demand at the Denver meetings and her contributions to the discussions were as full of pith as they were various.

THE new division at Cleveland will be one on educational publicity. This may be said to be an outcome of the work of the Committee on Publicity Methods in Social Work, which, thanks to the Routzahns, has taken its place as a kindred group. Through conducting among its activities play contests for two successive years, this committee has attempted to find out whether one-act plays can be obtained which social agencies may use in presenting social problems to their communities. The play winning first prize this year was by George S. Brooks, a Rochester newspaper man, now managing editor of McClure's, who based it on a police court case. The second prize went to Nancy Broisius, a Cleveland librarian. The theme of the first was crime; of the second, feeblemindedness. They were aptly produced by the Denver Community Players.

As an entirely separate undertaking, the conference itself, through Secretary Wm. Hammond Parker, commissioned William Stahl, an associate of Eugene O'Neill, to write a drama which was put on at the municipal auditorium in Denver with experienced players. Unemployment was chosen as the theme and the seven scenes portrayed the break-up of a family. Hunger was the title chosen by Mr. Stahl, who will be heard from in the years ahead; and the action showed the human consequences of unemployment, beaded on this single thread, in terms of personality and in terms of poverty, sickness, desertion, delinquency. The play was twice daring in its attempt to call art to the service of social insight—or vice versa if you prefer; and in its employment of an unconventional dramatic form.

All three of the plays were grim. Here the one-act plays had the advantage, and the seven scenes of Hunger suffered in effectiveness because of their utter lack of relief. The point was made that none of the plays was propaganda. Here the advantage was with Hunger, as at least it left an unmistakable impression of how all manner of ills flow from or are aggravated by an economic mal-adjustment. It inevitably raised the question of plugging up the compelling or aggravating cause of these evils, as well as dealing with the consequences of that cause. In the one-act police play, the average auditor would likely go away aroused against the ignorant gangster who raped a girl. But what of the social worker's secret that in bungling the case and throwing the girl back to the gangster, society (as represented by a detective bureau) had done her a more irreparable wrong?

It may be said that it is not the purpose of art to teach a moral; but if feeblemindedness, crime and unemployment are chosen as themes, and the stated purpose of these adventures in drama is to make for understanding—if not to advance solutions—then their meaning must at least get across the footlights; even if it takes a prologue, a Shavian preface, a curtain speaker or a minor part to do it.

And the public must actually be on the other side of the footlights—not once but often—or again the purpose is defeated. Here the comment of the theatrical critic of the Denver News is pertinent. He wrote:

> One of the most distressing, dark, rickety skeletons dangling in the closet of humanity was exposed for the edification of the huge throng of men and women who packed the Auditorium last evening when the National Conference of Social Work presented the conference drama, Hunger by William Stahl.
>
> Those who cry for realism in the theater, for truth without any embellishment, stark, gripping truth that the majority of the world is desperately afraid to face, should have viewed Hunger. William Stahl has taken his theme, the devastating power of unemployment and the wholesale havoc that follows in its wake, and like a good, conscientious butcher, stripped it bare of any dressing. The bones, naked and shining, are rattled unmercifully before your eyes. Hunger is an unpretty play, barren of the tiniest moment of comedy relief, yet there is something of beauty, of that beauty that comes of suffering and the real battling of life, that rather enfolds it like a delicate screen....

IT remains to refer to one more perennial phase of the conference—the proneness of social organizations to consider and reconsider and consider again their own machinery of existence. There was a motion before the conference itself squinting at the giving up of annual meetings, but it was turned down. The conference turned down also an invitation from London. The American Association of Social Workers went through the most elaborate pains of self-analysis and finally adopted its committee report, which called for the closing up or transfer of its placement bureau at the end of 1926. The Travelers Aid Society, in annual meeting, formulated a recipe for a national board of directors for a national body, the types of representation (ratios not given) including members who can meet, who know the society's work, who will link it with the public at large, who stand for functional interests (in this case, railroad management); for geographical areas; and for social work. Two contributions to conference methods were the continuance of a clinic form of meeting (covering both publicity material and public speaking) by the Committee on Publicity Methods; and the "experiment in group thinking" arrived at by the American Association for Organizing Family Social Work which broke up its program into meetings of thirty-five or so.

But perhaps the outstanding contribution to conference method must be credited to the president of the Denver conference himself. This lay in breaking up the precedent which had alloted one general session of the conference to each section. This year the general sessions were trained on the general public at Denver in an effort to get the conference's message—or some part of it—across. The evenings on intolerance (with the Klan in the background), on war and peace, on the state and human welfare, on the social aspects of the Japanese problem, the debate on child labor, the play on unemployment, were so many tryouts of the technique of social interpretation. Professors, governors, playwrights, preachers, were so many members of Mr. Norton's cast. He let his old-time journalistic imagination play over the rich conference fare and its rather rigid procedure—with arresting results.

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Social Work in a Competitive World

By W. J. Norton

Here is a plain statement—aimed straight at the layman—of why present-day social work exists and what it attempts. At the National Conference of Social Work, Mr. Norton defined organized social work in the light of two postulates: first, that it is "an essential supplement to the elemental political and economic philosophy upon which the American commonwealth rests"; second, that it "is necessary for the spiritual expression of freemen in an intelligent competitive industrial society." Mr. Kellogg, in the preceding pages, refers to the second of these premises; here Mr. Norton's exposition of the first is condensed.

MOST of us are agreed that liberty of conscience, equality of opportunity, and freedom of action, with of course such necessary traditional and legislative restraints—but only such necessary restraints as a growing sense of social justice from time to time demands—are sacred inheritances breeding for us and our children greater possibilities of happiness than any other principles of organizing life that have been tried in the world. Yet the days when those conceptions were formulated into a constitution partly written and partly unwritten have gone forever; and the conditions under which American life is lived are changed in a marvelous way. The quality of freedom and the approach to opportunity have undergone radical alterations with economic changes. Group discipline, group organization, and group mastery have challenged our initial conceptions of freedom and of individual prowess. Dazzling rewards in wealth, honor, power and prestige, are in store for those who become masters of the complicated rules of group life. And in like manner desperate and imminent failure lurks for those who cannot accept group discipline, or who for any reason whatsoever are not regular producers.

With a constantly growing cohesion of society, America needs, day by day, new methods that will supplement the old conceptions and expand them, so as to guarantee to each inhabitant, with more certainty than before, his elemental rights to life and the pursuit of happiness, while he plays the game of competition—not against an unconquered domain, but in a highly organized and speculative society of cleverly wrestling brains. Unless such guarantees are worked out practically, the very character of American society is justly threatened.

IN order to make the case clear we must examine explicitly these guarantees that weave together the design of social work's program. First is the guarantee of a minimum economic standard. Inasmuch as our enormous prosperity is no longer dependent upon the efforts of single individuals but upon group production, group distribution, and group financing under competent leadership, the separate units of the groups that participate may justly and without shame insist that each producer, working under favorable conditions and reasonable hours, shall draw a wage from the general production that will permit him without overstrain to support himself and his family in reasonable comfort, in health and in sickness, in youth and old age, and through all the vicissitudes of life. Reasonable attempts by the producers to win and maintain a fair economic standard have met and always must meet with sympathy and cordial support from social work.

Yet there are always individuals in a system of free competition who for one reason or another, any general standard notwithstanding, are not able to get for themselves a large enough share of the common prosperity for the maintenance of comfortable life. And over and above these causes of individual economic misfortune are group causes beyond the control of individual victims, such as war, the disasters of nature, the fluctuations of business life, and the injustices of man, that throw great masses of people out of work, cut off their earning power and drag them temporarily below the line of economic independence. The total volume of misery that would flow unrelieved from all of these incidents of competition is so horrible in its contemplation, so gruesome an orgy of human suffering, that without a positive guarantee that it will be relieved when it occurs, and that intelligent efforts will be made to prevent its recurrence, the competitive scheme of life could not be tolerated.

The establishment of this minimum economic standard in each country of the world is the task of all the people of those countries working through all the agencies at their command. The task of social work is to help wherever it may in its establishment, and particularly to discover those individuals who, because of various difficulties beyond their immediate control, fall through the competitive sieve below this minimum standard livelihood, and to maintain them at as near this standard as possible. While we feed, clothe and shelter the shattered individual or family, we struggle to apply every available instrument in the community to reorganizing the forces of those lives which give any hope of reconstruction so as to work them back above the standard of self-respecting and self-supporting livelihood in order that they may shoulder their loads again, and carry them triumphantly through the world.

And while social work plays the leading role in this double guarantee of salvation for those who fall, and of resurrection for those who can be restored, it constantly examines the confusion of the competitive structure itself in the lurid light of human misery, seeking intelligent modifications and additions (*Continued on page* 460)

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The Common Welfare

AT the summer solstice, the dragon turns in the earth —so the Chinese peasants are said to believe. Men's thoughts then begin to turn from planting and tillage to the harvest and the gathering of peat or fagots. So the ancestors did; so the wise living will continue to do, time without end.

Under their skins, all men are much alike. We in America smile at the Chinaman's ancestor worship, his naive adherence to obsolete customs. But even while we smile, we behave much as he behaves. Consider, for example, the case of coal. With the summer solstice, we, too, begin to think of winter and our coal bins. The anthracite miners and operators, reckoning on our conformity to custom and habit, make agreements terminating in August. At the time of the summer solstice, they emit dragonlike growls at one another. One side says wages must go down, in order that the public may have cheaper coal; the other side says that wages must go up, and profits must be cut, in order that they may live in decency while the public is better served. They know that if they fall out and threaten us with a coal famine, we will get excited, call upon the elder statesmen to intervene to save us from suffering, and finish by approving or at least acquiescing in any advance in the price of coal that they may consider expedient. They know from repeated experience, that however tumultuous our alarms and gesticulations at the moment of threatened danger, we will, when the immediate danger is past, subside into our old habits and customs, like any good ancestor-worshipping Chinaman.

For recall a few of the more recent facts. During the war, the chaotic state of the coal industry menaced war production. To keep the factory as well as the home fires burning, the government set up a fuel administration, which, among other things, created a remarkably effective statistical and information service. Of course, the fuel administration as a whole could not survive the war; but, in view of the basic nature of the coal industry and its intimate relation to our domestic as well as our industrial life, there were those who hoped that its fact-finding and fact-disseminating division might be perpetuated as a means of keeping the public informed as to the state of the coal industry and the conditions of living in the coal fields. But it was scrapped together with most of the other war agencies. When in 1919, the miners met the attempt of their employers to restore pre-war wages with strikes and the threat of strikes, public excitement ran the gamut from the demand that the courts and the army should be used to discipline the miners to the demand at the other extreme that the government should take over the mines and operate them. The President appointed commissions. Agreements were worked out. Mining was resumed. The public sank back into thankful indifference to the roots of the trouble.

In 1922 the bituminous miners went on strike, and soon thereafter the anthracite miners threatened to strike. Then the public again woke up, repeated its old excited demands, until through pressure exerted from Washington the bituminous strike was settled, and through the intervention of Governor Pinchot in Pennsylvania, the anthracite strike was averted. During that period, a few individuals took advantage of the apparent public interest to press for the creation of a permanent fact-finding and disseminating agency by Congress. Instead of such an agency, Congress created the temporary United States Coal Commission, to survey the coal industry and report its findings for the guidance of the President and the Congress. But before the commission's work was done, the public had again settled back into sleepy indifference, so that Congress not only did not take any action looking to the establishment of a permanent fact-finding agency or an interstate coal commission analogous to the Interstate Commerce Commission, but also failed to appropriate enough money to have the reports and findings of the Coal Commission published.

NOW comes President Lewis of the United Mine Workers, and, in an address before the tri-district convention of the anthracite miners whose agreement with the anthracite operators is about to expire, charges that "an attempt is being made by large interests in the bituminous fields to repudiate a wage agreement and put in a lower scale." The anthracite miners allege that the anthracite operators are making preparations to crush the union and beat down their standard of living. Wherefore President Lewis declares: "I am calling the attention of the Government and the people to this condition to-day. . . If this condition continues it may be necessary to authorize a nation-wide strike of all the bituminous mines"—at the very moment of course when, if the anthracite operators deny the anthracite miners the terms they think they are entitled to, it may also be necessary to authorize a strike throughout the anthracite fields.

How many of the millions of people whose comforts and lives would be affected by a nation-wide coal strike know what the agreement is to which President Lewis refers? How many of them know the equities of the controversy that is brewing between the anthracite operators and miners? How many of them know what the business condition of the coal industry is, what the conditions of living among the millions who live at the mouths of the mines actually are? In the case of coal, we prove that under our skins we are very much like the Chinamen at whose ancestor worship and adherence to obsolete customs and habits we so condescendingly smile. So much are we like them that it is doubtful whether even another nation-wide stoppage of this basic industry would stiffen our interest sufficiently to make us insist upon the establishment of a permanent fact-finding and fact-disseminating agency for coal, to say nothing of an in-

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terstate commission that would do for the coal industry at least as much as the Interstate Commerce Commission has done for the railroads.

MEANWHILE, a few devoted souls keep working away at the mimeographed records of the defunct Coal Commission hoping to dig out some socially significant data for the enlightenment and guidance of the public. One of the latest and most instructive of efforts is Bulletin No. 45 of the Women's Bureau on the Home Environment and Employment Opportunities of Women in Coal-Mine Workers' Families. Because of the frequent newspaper references to the war-time wage standards that the miners' union has succeeded in maintaining, the notion is widespread that the miners are living in luxury. Home ownership and the sanitary equipment of homes are fairly accurate indices to the social and economic status of American citizens. Of the more than 700,000 coal-mine workers in the United States in 1920 (the figures for 1925 remain about the same) four-fifths of whom were in the bituminous region and one-fifth in the anthracite area, somewhat over one-half were maintaining normal homes. About 97 per cent of the married women in the mining regions were keeping house for their families. Of these home-maintaining families, less than a third owned their homes, and only one-fifth owned them free of encumbrance. The bulletin summarizes the findings of agents of the Coal Commission who visited 1,094 mining communities, 811 of which were directly controlled by coal companies. Of the 80,210 dwellings in these 811 communities, a little over 20 per cent had running water, about 3 per cent had a bathtub or shower, and less than 4 per cent had inside flush toilets. Only 0.4 per cent of the company-owned bituminous communities and 2 per cent of such anthracite communities had sewerage systems with which every house was connected.

Conditions in the anthracite fields are on the whole better than in the larger bituminous areas; in both, the level of comfort and decency has risen in recent years. But when the coal fields as a whole are taken into account, their equipment for decent and interesting living is comparable to the older city slums. They remain practically untouched by the social service movement which has registered such marked triumphs in the cities. Bulletin 45 of the Women's Bureau will help those who read it to understand the human significance of the struggle that, according to President Lewis, is gathering like a storm in the coal fields.

AMONG the agenda which appear, like perennials, at each year's legislative sessions, are bills to authorize or compel the eugenic sterilization of mental defectives. This year some measure of this nature has been actively proposed in ten states; Idaho and Maine have enacted sterilization laws, and only the veto of Governor Blaine a few days ago prevented similar action in Wisconsin. The Maine law permits the operation in certain cases of feeble-mindedness or mental disease only with the written consent of the patient, if competent, or his nearest of kin, and the concurrence of two registered physicians of not less than five years' practice and not related to the patient. The Wisconsin bill would have required a hearing on the advisability of sterilization of every patient discharged from a state hospital, with enforced sterilization in cases in which the operation was found to be in the interests of public welfare, despite the protest of patient or relatives.

According to a recent survey by George E. Worthington of the American Social Hygiene Association, sixteen states passed compulsory sterilization laws between March 30, 1905, and January 1, 1921. By the latter date these laws had been declared unconstitutional in Nevada, New Jersey, Indiana, Michigan, Oregon, New York and Iowa, and Oregon and Iowa had reenacted laws whose constitutionality had not yet been tested. Under the laws in operation on the latter date only about 3,200 persons had undergone the operation, and 2,500 of these were in the one state, California, where the measure has been and still is in extensive use. There it is the rule to obtain the consent of relatives, and in many cases the operation has been requested by the patient himself.

In Virginia the sterilization law passed a year ago has been reviewed in a test case and its validity affirmed by Judge Gordon of the Amerherst Circuit Court. The Virginia measure is applicable to inmates of state institutions "afflicted with hereditary forms of insanity that are recurrent, idiocy, imbecility, feeblemindedness or epilepsy." Before the operation can be ordered in any case there must be a hearing after notice before a hospital board to determine that the action would be not injurious to the patient, but in the interests of his own and public welfare. He must be present, and has the right of counsel and of appeal to the Circuit Court and the Court of Appeals. By its careful definition of procedure and subjects, the Virginia measure answers some of the criticisms which have been raised by psychiatrists, penologists and sociologists to earlier measures in this field; it does not, of course, meet categorical opposition such as that expressed by an anonymous correspondent of The Survey, indignant at a bill proposed in Colorado, who asks "Is it possible that so cruel, so diabolical a measure, worse than the Inquisition, could be proposed in this civilized Christian country?"

"PUBLIC HEALTH" pushes its frontiers boldly forward with the attempt to treat crime, accident and similar social breakdowns with the technique which has already been successful in combatting physical disease. One aspect of that tendency is described in this issue, in the account of the pioneer work of Dr. Durrett and his associates in Memphis in combatting a new sector of preventable death and disability. Murders, suicides and accidents seem at first glance like isolated happenings, incapable of the kind of study which has been given, say, to typhoid fever. Yet the Federal Department of Commerce publishes the number of deaths from automobile accidents per 100,000 of population for the principal cities; just as similar rates are computed for the principal diseases. The Metropolitan Life Insurance Company is studying the seasonal fluctuations of suicide (lowest in August, highest in May) and correlating suicide rates by months with fluctuations in business condi-

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tions, just as infant mortality is studied in relation to weather or family earnings. In Massachusetts Dr. Albert W. Stearns has completed a study of homicide which enables him to compare that social phenomenon in his state with other parts of the country and with European experience, and to declare that "murderers tend to be of lower cultural level, but to show a less degree of moral turpitude than thieves and sex offenders." And the social life or death of murderers themselves, as Dr. Durrett suggests, is being studied in Memphis, and in surveys of the course of justice such as that recently carried on in Georgia or the continuing work of the Baltimore Criminal Justice Commission. The wit and wisdom of all the scientists is needeed for the diagnosis of social failings and even more so in the treatment. Where they join hands and pool technical experience we can hope for enlightenment and substantial help.

NEW YORK CITY, already favored with the best developed resources for convalescent care in this country, has added two new chapters to that story in the past month. A central reference office for the study of convalescence has been established in the hospital reference bureau of the United Hospital Fund, following a special survey of the subject by the public health committee of the New York Academy of Medicine, and a conference of representatives of social agencies and convalescent homes at which that committee's report on medical standards was read and approved. And St. Luke's Hospital, through the gift of $1,000,000 and 200 acres of land near the city by Harriet M. Arnold, has now the opportunity to develop a convalescent branch such as no American hospital ever has had. The country institution, which is expected eventually to represent an investment of $10,000,000 in buildings and equipment, will free the hospital wards for use for acute cases of illness, and at the same time ensure continuous care for patients who need it until they have fully recovered.

THE place of case work in empire building is the wide canvas of the report on Canada's Child Immigrants, recently issued by the Social Service Council of Canada. By a system hardly comparable to anything in this country, Canada has received since 1868 upwards of 80,000 children, ranging in age from twenty months to eighteen years, brought in by immigrating and child-placing agencies. Until recently this juvenile immigration has been only an adjunct to the work of child reclamation in the slums of England and Scotland; there is now a new class of minor, invited to come to Canada with his parents' consent, and of his own volition, to train as a practical farmer.

At best the system provided real homes for homeless children, in a new land where any child old enough to help about the house or farm was an economic asset to the family which took him. At worst it was merely a convenient way to get cheap farm and domestic labor. Many of these children, brought far from their city setting to countrysides where strangers were few and their accent and customs set them apart from the rest, have suffered keenly from loneliness, overwork, and in some cases, actual mistreatment. The suicides of two "Home" boys on Ontario farms a year ago instigated the investigations summarized in this report. There have been many happy episodes, apparently, in which emigration to Canada meant the gaining of a real home and a good start in life, but a shocking number of the placements have been made with so little supervision that there have been many opportunities for an unhappy outcome.

"The responsibility of placing an immigrant child in a home in a strange country is even greater than that involved in placing a Canadian child in a foster home," declares the report moderately, prefacing a formulation of principles to govern the practice. The necessity for some of those principles, such as a study of the child's family and personal history and a detailed physical and psychiatric examination with follow-up of correctable defects, is underscored in a section of the report entitled The Backwash of Immigration. Social agencies in Toronto made a study of two hundred persons who had come to Canada as child immigrants, though at the time of the study only five still were wards of the immigration agency. Of the two hundred, 155 were found to be of less than average mentality; 77 were low grade defectives, and 3 were imbeciles. Only 17 were considered desirable citizens; 137 had been dependent upon the community steadily or intermittently; 64 had been treated for venereal disease, and 134 were said to be immoral. This last group had borne 123 illegitimate children. Obviously the stories of persons known to the records of social agencies would contain an unduly large proportion of failures, but the showing is startling enough to reinforce firmly the program of the council for more careful selection of the children to be sent out to the colonies of Great Britain, as well as more careful placing and supervision in the countries of their adoption.

AT the ripe age of sixty The Nation celebrates its past with a special issue to which an eclectic group of liberals the world over—Shaw, Calles, Herriot, MacDonald, Nevinson, and so on—contribute their credos and their felicitations. Oswald Garrison Villard adds a biographical note in which he proves that the infant Nation was as passionately liberal as the Nation of today, despite the eminently decorous interlude of its middle years. It is a proud thing to have stood for so many unrespectable causes as The Nation has done, and yet its many friends may value even more highly than its staunch principles the touch of the debonair with which it espouses them—the leaven of whimsicality which takes form in this issue in a series of pleasantly unconventional portraits of The Nation's prophets, the touch of audacity which adds spice to so many paragraphs that might otherwise smack of the oracular. Most of us are so solemn about our efforts to be good and frequently become quite insufferable when we strain after rationality. Here's wishing for The Nation another sixty years in which it have its fling!

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HEALTH

Preventing Violent Death

TO one whose duties bring him into daily contact with all the death records filed in a large community, the frequency of untimely deaths by violence puts a constant emphasis upon the tragedy of carelessness and disregard by some of the rights of others. Back of the actual statistics, unrecorded and unknown, lies an unfathomed amount of distress and disability. A little more than 8 per cent of all deaths, or about one in twelve, are the result of violence. The significance of this loss of life is greater since little or no effective effort is made to check it; as a consequence, it seems to be increasing, a tendency true to an alarming extent in some of the specific forms of violence.

Preventing physical and mental distress and disability, and delaying death as long as possible, are the primary aims of public health and hygiene. When a single large group of related causes of distress, disability and death becomes so antagonistic to these aims, it should attract the serious attention of health officials. The fact that so many victims of violence are far below the average span of life should urge us effectively to secure a remedy for this condition if it can be found.

Material loss always has attracted wide, immediate and intelligent attention from individuals and communities, and extensive departments of government have been created (fire departments, peace officers, courts, and the like) with the primary purpose of reducing this loss to the minimum. This precedent should encourage departments of health to study violence which results in personal injury or death, and to try, on the basis of the observed facts, to coordinate accurately all preventive measures into a reasonable plan of procedure. By laying proper emphasis on the prevention of physical distress and the preservation of life as opposed to material things much may be accomplished by existing governmental agencies with but little, if any, added personnel.

All of the exact data which we have relative to violence, its origin and its consequences, is closely connected with violence that has resulted in death. Our present study is confined to these data.

During the years 1921 and 1922, Atlanta, Birmingham, Memphis and New Orleans had an aggregate average yearly population of about 965,815, 31 per cent of which was colored. In this population during 1921 and 1922, there occurred a total of 30,298 deaths, 2,525 or 8.16 per cent of which were violent deaths. The specific types of violence involved constitute a long and varied list.

Street Accidents

Of the 549 deaths which resulted from vehicular accidents, 341 or 61 per cent involved automobiles. Where automobiles alone were involved, 147 pedestrians, 45 occupants and 27 drivers were killed. It is rather surprising that the driver is killed in only 12 per cent of these accidents. In the 33 per cent of fatal automobile accidents where the occupant or driver is the victim, we might assume that one or more (in case of collision) drivers are at fault or the blame could not be placed. In the remainder comprising 67 per cent where the pedestrian is the victim, the driver is at fault in 29 per cent of the accidents, no blame could be placed in 26 per cent, and the pedestrian is at fault in 45 per cent. The fact that the driver lives to tell his story and that the pedestrian victim's story remains untold has, in our opinion, a material bearing on the final placing of the responsibility for the accident.

However this may be, we classified the victims by color, sex and age, and attempted to place the responsibility for the accident where pedestrians are victims of automobiles.

HOMICIDE RATES PER 100,000 POPULATION, CLASSIFIED AS WHITE, COLORED AND TOTAL, IN ATLANTA, BIRMINGHAM, MEMPHIS AND NEW ORLEANS, 1921 AND 1922

	% Colored Population	HOMICIDE OCCURRING INSIDE CITY: Resident W	C	T	Non-Resident W	C	T	Total W	C	T	OUTSIDE CITY: Resident W	C	T	Non-Resident W	C	T	Total W	C	T	TOTAL W	C	T
Atlanta—																						
1921	31.0	11.2	90.1	35.6	...	...	...	11.2	90.1	35.6	...	...	...	3.5	9.3	5.3	3.5	9.3	5.3	14.7	99.4	40.9
1922	30.3	11.3	102.5	38.9	1.3	...	0.9	12.6	102.5	39.8	...	...	...	2.6	4.5	3.2	2.5	4.5	3.2	15.2	107.0	43.0
Average	30.7	11.2	96.3	37.3	0.6	...	0.4	11.9	96.3	37.7	...	...	...	3.1	6.9	4.2	3.1	6.9	4.3	15.0	103.2	42.0
Birmingham																						
1921	39.2	22.1	68.5	40.3	1.8	1.4	1.6	23.9	69.9	41.9	1.8	...	1.1	3.5	16.5	8.6	5.3	16.5	9.7	29.2	86.4	51.6
1922	39.2	21.5	94.7	50.2	2.6	...	1.6	24.1	94.7	51.8	...	...	...	2.6	13.3	6.8	2.6	13.3	6.8	26.7	108.0	58.6
Average	39.2	21.8	81.6	45.3	2.2	0.7	1.6	24.0	82.3	46.9	0.9	...	0.6	3.1	14.9	7.7	4.0	14.9	8.3	28.0	97.2	55.2
Memphis																						
1921	37.3	23.1	63.4	38.0	1.0	...	0.6	24.1	63.4	38.6	2.9	6.5	4.2	8.6	24.4	14.5	11.5	30.9	18.7	35.6	94.3	57.3
1922	36.9	14.2	82.5	39.4	0.9	1.6	1.2	15.1	84.1	40.6	0.9	14.6	6.0	7.6	40.5	19.7	8.5	55.1	25.7	23.6	139.2	66.3
Average	37.1	18.6	73.0	38.7	1.0	0.8	0.9	19.6	73.8	39.6	1.9	10.5	5.1	8.1	32.5	17.1	10.0	43.0	22.2	29.6	116.8	61.8
New Orleans																						
1921	26.2	5.8	38.5	14.5	0.7	1.0	0.8	6.5	39.5	15.3	...	...	...	0.7	7.7	2.5	0.7	7.7	2.5	7.2	47.2	17.8
1922	26.2	8.2	34.6	15.0	0.3	1.0	0.5	8.5	35.6	15.3	...	...	...	1.0	10.6	3.5	1.0	10.6	3.5	9.5	46.2	19.0
Average	26.2	7.0	36.6	14.8	0.5	1.0	0.6	7.5	37.6	15.4	...	...	...	0.9	9.1	3.0	0.9	9.1	3.0	8.4	46.7	18.4

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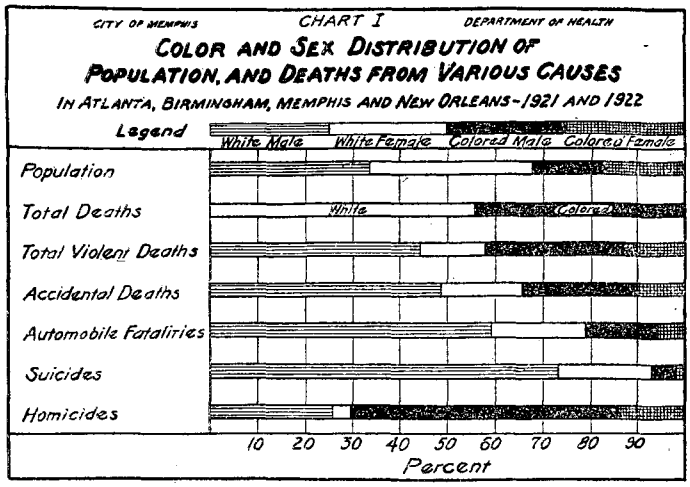
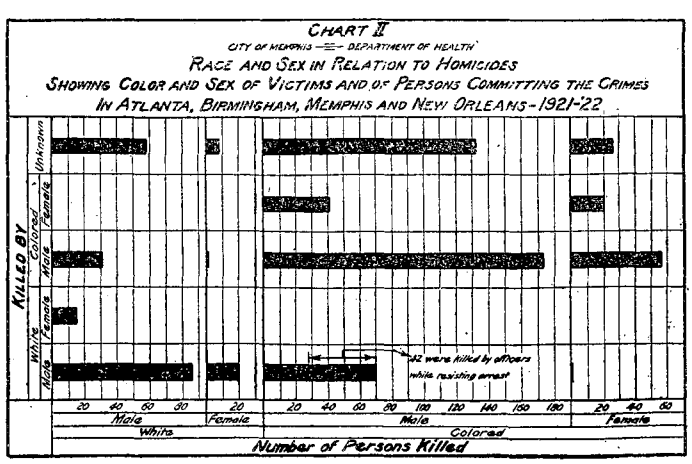


More than one third (35 per cent) of these victims were thirteen years of age or younger, and, in this group where the fault lies with the victim, three out of four are white males. Where the fault lies with the driver or where it cannot be determined, the ratio between the sexes and races is more evenly divided. The great majority of these deaths of children result from playing in the street, and in placing responsibility we have to admit that playing in the street without regard to the dangers of the street is a fault.

The colored population comprises 31 per cent of the total population studied but the colored children comprise only 25 per cent of the pedestrian deaths under thirteen years of age. Automobile traffic over streets where colored children live and play is comparatively light and consequently play in these streets is safer than in the streets where white children live and play.

The age group from thirteen years to forty years is quite free from fatal automobile accidents to pedestrians. Such accidents as occur are quite evenly divided as to sex and color, and responsibility is shared about equally by the pedestrian and driver.

Beyond the age of forty years automobile fatalities begin to rise and again the white male is most frequently the victim. Responsibility for the accident remains about equally divided between the pedestrian and the driver but in a higher proportion of the accidents responsibility cannot be placed with certainty. All of the vigorous qualities of young adult life are required to cope successfully with automobile traffic and it seems that our mental alertness and physical agility used in escaping automobiles begins to wear down and fail us after the strain of years of effort and in our old age, with these qualities gone, we are helpless as in our youth before they are acquired.



From this data on automobile fatalities the following conclusions seem fair to all concerned, and their observance, or enforcement when necessary, probably will bring about a decrease in the number of fatalities from this cause.

1. Speeding and reckless or irresponsible driving must be controlled by heavy fines, by jail sentences, or by both if necessary, and repeated offenders should be prohibited from driving.
2. In every city there are special traffic danger points where automobile accidents are frequent. Traffic problems should be thoroughly and intelligently studied, these danger points should be located and special traffic regulations instituted to insure safety.
3. Games played in the streets, for want of a better place, are indulged in most frequently by boys, but to an increasing extent by girls, a fact reflected in the automobile fatalities under thirteen years of age.

Children's outdoor play stands out prominently as a factor leading to injury or death by automobiles. This problem is a direct challenge to those who control city planning, playgrounds and recreational parks and school grounds. By close earnest cooperation these groups can enlarge school playgrounds and play equipment and thus secure at least one safe playground in each district, well equipped and under partial supervision, if by no other person, by a qualified school custodian, whose duties might thus be enlarged with proportional increase in his pay.

In an effort to reduce the number of fatal automobile accidents occurring in Memphis, several steps were taken more than twelve months ago. An automobile license board was created with authority to require each automobile driver to obtain a license and with power to suspend or revoke the license for cause. The chamber of commerce, cooperating with the police department, organized a local branch of the National Safety Council with a view to reducing accidents of all kinds. The police judge instituted the practice of fining speeders the limit allowed by law. Reckless driving has been punished more severely than formerly. Flagrant cases of traffic violations are bound over for trial to the state courts, where imprisonment can be a part of the penalty. The state courts have begun to impose heavy fines and imprisonment in cases of flagrant violations of the state traffic laws.

The statistics of automobile fatalities in Memphis for the years 1923 and 1924, at the lowest interpretation, show that these efforts have possibly checked the rising automobile death rate. In 1923 the deaths numbered 43; in 1924, 30.

Suicide

Suicides are many times more frequent in the white population than in the colored. There are seven males who commit suicide to two females. The original data show that many female suicides occur during the ardent years from fifteen to twenty-four, when sudden adverse changes in love affairs make the future appear drab or dark, and in this temporary gloom, which seems so irreparable and so permanent, life is shuffled off. This cause, with the added more frequent cause of business responsibilities and difficulties, operates against the male whose suicides are surprisingly evenly distributed in the years from twenty to seventy. Ill health is the third great cause of suicides and is possibly responsible for the rise in the female rate in the age group from forty-five to forty-nine, and serves to maintain the high rate observed in older males.

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SUMMARY OF CAUSES OF HOMICIDES IN ATLANTA, BIRMINGHAM, MEMPHIS AND NEW ORLEANS IN 1921 AND 1922

CAUSES OF HOMICIDE	Number Killed	% of Total
Difficulties Involving Sex—(Domestic affairs, love affairs, jealousy, immorality)	146	19.7
Resisting Arrest—Shot by Officer	42	5.7
Officer Killed	7	0.9
Total—Resisting Arrest	*49*	*6.6*
Robbery—Victim Killed	41	5.5
Roober Killed	16	2.2
Total—Robbery	57	7.7
Gambling and Pool Room Fights	22	3.0
Fights—Quarrels and Old Grudges	20	2.7
Miscellaneous Fights	45	6.1
Total—Fights	*65*	*8.8*
Liquor—One or More Drunk	12	1.6
Drunk, no record of other provocation	14	1.9
Bootleggers, etc.	11	1.5
Total—Liquor	*37*	*5.0*
Business Debts, etc.	13	1.8
Miscellaneous—Insults	5	0.7
Promiscuous Shooting	5	0.7
No Provocation	5	0.7
Railroad Strike	8	1.1
Infanticide	3	0.4
Other Causes	26	3.5
Total—Miscellaneous	*52*	*7.1*
No Data on Cause—Homicide Committed Inside City	176	23.8
Homicide Committed Outside City	122	16.5
Total—No Data on Cause	*298*	*40.3*
GRAND TOTAL	739	100.0

Influences that bring ill health, complications in finance and disappointment in love, destroy our present joy and our future hope, chief incentives to life, without which the end of life seems preferable to some. These deaths are the outcome of despair and we are not aware of how all causes that produce despair can be avoided.

Murder

The outstanding disgrace of our violent death rate is that part of it which is made up of homicides. During the years 1921 and 1922 in the cities of Atlanta, Birmingham, Memphis and New Orleans there were registered 219 white and 520 colored homicides, a total of 739. The ratio is one white homicide to 2.4 colored homicides, while the ratio in the population is 2.2 white persons to one colored person.

The table on page 435 sets forth the percentage of colored population for each city studied and gives the homicide rate per 100,000 of population; arranged to show whether the crime was committed inside or outside of the city, whether the victim was a resident or non-resident, and by totals.

A surprising number of homicides were charged to these cities in which the act of violence was committed outside the city and the injured victim was transported into the city for treatment and died there. In the old days, when life on the Mississippi was at its height, Memphis, by its hospital care of the sick, earned the name the Good Samaritan of the river cities. In 1920, of cities having more than 100,000 population Memphis was fifth highest in point of non-resident deaths, and in 1924, 17.8 per cent of all deaths registered in the city were non-resident deaths. In 1921 and 1922, 36 per cent of the homicides registered in Memphis were non-residents, the act of violence having been committed elsewhere. Memphis is now extensively playing the role of the Good Samaritan to her neighbors in need, and she means to continue and even enlarge this service of mercy.

In 40 per cent of the recorded homicides no definite cause could be ascertained, due principally to the fact that 16.5 per cent of the crimes were committed outside the city and many of the crimes were not solved, and in neither instance were these data to be had.

Domestic affairs, love affairs, jealousy or immorality was the direct cause of 20 per cent of all homicides. Fights resulted in 8.8 per cent of all homicides, one-third of these followed prolonged quarrels or grudges, and two-thirds were precipitated by immediate difficulties. Robberies resulted in 7.7 per cent of all homicides and the robber was the victim two times out of seven. In 6.6 per cent of all homicides officers of the law were directly involved, serving as victims one time out of each seven. Traffic in liquor and drinking was the direct and immediate cause of 5 per cent of all homicides. Gambling and pool room fights caused 3 per cent, business difficulties caused 1.8 per cent, and in 0.7 per cent of the homicides the crime was without provocation of any sort. After all, the provocative cause of most homicides is but a "trifle light as air."

Inter-racial homicides are much lower proportionately than we had expected to find them, and they were invariably committed by men, principally by officers of the law or by robbers. Colored women largely confine their killing to colored men and occasionally include a colored woman. White women always selected as their victims white men. The circumstances which surround the majority of the unsolved murders indicates that the murderer was of the same race and sex as the victim.

The accompanying table sets forth the penalties given following conviction by courts or the other disposition of persons apprehended and accused of committing homicides.

SUMMARY OF PENALTIES OR OTHER DISPOSITION OF CASES FOR HOMICIDES IN ATLANTA, BIRMINGHAM, MEMPHIS AND NEW ORLEANS IN 1921 AND 1922

PENALTY FOR HOMICIDE	Number of Persons Implicated	% of Total
Death Penalty	7	0.9
Death Commuted to Life Imprisonment	3	0.4
Penitentiary Sentence—Life	23	3.0
30 Years	2	0.3
20 to 29 Years	6	0.8
10 to 19 Years	17	2.2
5 to 9 Years	12	1.6
1 to 4 Years	28	3.6
Term not Known	2	0.3
County Work House Sentence—1 Year	3	0.4
30 Days	1	0.1
Total Convicted	*104*	*13.6*
Committed Suicide	11	1.5
Killed after Committing Murder	7	0.9
Total Suicide and Killed	*18*	*2.4*
Case Pending—9 to 33 months after crime	38	5.0
Transferred to Other Courts	7	0.9
To Insane Asylums	2	0.3
Total	*47*	*6.2*
Killed by Officer on Duty—Officer Exonerated	42	5.5
Exonerated by Coroner's Jury or Grand Jury	25	3.3
Acquitted	82	10.7
Case Nolle Prosequied or Dismissed	51	6.7
Total not Penalized	*200*	*26.2*
No Data on Penalty—Homicide Committed Inside City	159	20.8
Homicide Committed Outside City	11	1.5
Homicide Committed by Unknown Person Inside City	105	13.7
Outside City	119	15.6
Total—No Data on Penalty	*394*	*51.6*
GRAND TOTAL	763	100.0

In the 739 homicides 539 persons were apprehended or implicated in the crimes and of those apprehended 38 cases were still pending in the courts from nine to thirty-three months after the crime was actually committed. Only 186 cases had come to trial on the merits, 82 were acquitted and the remaining 104 were convicted and sentenced to the work house, to the penitentiary or to death. The table shows the disposition of the remaining large number of cases, as nearly as was possible from available data at the time of our

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study, and it constitutes a highly interesting and instructive commentary on the workings of police and court machinery in the handling of homicides.

Our law-enforcing machinery rarely apprehends, holds and administers prompt, adequate and merited punishment to murderers. It involves too much independent action, jealousy, antagonism, too many loose joints, technicalities and unnecessary delays for the best work; and in some instances there are positive legal handicaps to the prosecution not shared by the defense. Consequently justice is generally slow and uncertain, the punishment is very mild, and the work that the law officers and courts finally do is frequently undone by pardon boards and governors wielding executive clemency to no good purpose. Coroners, sheriffs, police officers, police courts, grand juries, prosecuting attorneys, criminal courts, supreme courts, pardon boards and governors make up a formidable law-enforcing machine when viewed in the aggregate, but by close inspection you will find many loose nuts in it and much that needs overhauling and adjusting to fit the various parts to smooth, harmonious and quiet efficiency in the accomplishment of criminal justice. The functioning of this machine for enforcing criminal laws in the United States has been declared by Chief Justice Taft to be "a disgrace to civilization."

Capital punishment may not prevent murder but it will, if applied, exterminate murderers. Judging from the records, murder does not place the murderer in very serious jeopardy, and we are having many murders for no cause. In point is the experience of England and France where justice swift, sure and severe awaits the murderer just around the corner from the committing of the crime, and they have no murders to speak of. It seems that where murderers cannot thrive murder will decline to the lowest ebb and remain there. Before the number of our murders will decline we must have a change of heart from an attitude of maudlin sentiment for the murderer to an attitude of strict justice for the murderer, the victim and the community.

With this essential attitude there are other things that we can do that might help:

1. The carrying of deadly concealed weapons should be curtailed:
   By strictly regulating interstate traffic in pistols and their ammunition, and by requiring all manufacturers and dealers who handle them to secure a license from the proper governmental authority.
   By removing the technicalities now hampering search, seizure and arrest where persons are suspected of carrying a concealed weapon.
   By administering prompt, severe fines and imprisonment to those convicted of carrying concealed weapons.
2. Newspapers should not forget the community, the victim, his family and justice when they embark on a series of sensational sob stories in the interest of the criminal and his crew.
3. After a homicide is committed we believe that
   Law enforcing officers should use greater diligence in apprehending the perpetrator of the crime.
   Preliminary procedure outside of the courts should be expedited and perfected by cooperation between the various agencies dealing with the suspected person so that a larger percentage of apprehended persons are actually arraigned in court for trial. Criminal court practice should be so modified as to: eliminate the possibilities of immaterial technicalities; eliminate unnecessary delays by postponement or otherwise; eliminate all procedure that tends to hamper the prosecution and give advantage to the defense; and eliminate the unnecessary difficulties now attendant upon jury service and remove the technicalities which now cause intelligent men to disqualify for service.
   Penalties should be more nearly the maximum than the minimum.
   Executive clemency should be granted with discretion and strictly in the interest of justice to the community.
4. The federal government should create and operate in the Department of Justice a Bureau of Identification for Criminals. Through the Bureau of the Census it should collect data on violent deaths, their cause and the punishment administered to those adjudged guilty. The federal government is the only agency by which authentic records can be secured, causes determined, and from these effective measures of control evolved in connection with this important, extensive problem.

In Memphis several policies have been tried or inaugurated in an effort to reduce the number of homicides.

The Police Department has created a homicide squad whose duties are confined to the solution of homicides and the apprehension of murderers. Its members compile exact data to be used as evidence in court. The Attorney General and the state courts have sped up markedly the trial of those accused of murder. A crime commission has been organized to study the causes and the prevalence of crime; the methods of law enforcement both from the standpoint of procedural law and the activities of law-enforcing agencies; and the coordination of the agencies dealing with the enforcement of the law to the end that justice shall be meted out speedily and with certainty. A comprehensive crime survey by qualified experts at the expense of the city is now being arranged by the Crime Commission.

J. J. DURRETT, M. D.
W. G. STROMQUIST

TO HELP employers in the difficult task of finding prompt and proper care for their employes who develop tuberculosis, the New York Tuberculosis Association has established a Tuberculosis Advisory Service to aid the wage-earner who is unable to consult a specialist because of the cost, yet unwilling to accept charity. An individual fee of $15 a year makes available the assistance of an expert on the staff of the association for aid in diagnosis or treatment, with recommendation of suitable institutions for care, and supervision of the patient while he is under care, and after he returns to work. (The service is also available on group plans, the cost varying with the number of persons covered.) More than a score of large employers, including banks, hotels, restaurants, department stores, an insurance company and a theater are among those who are making use of this service.

AT LEAST twenty-six bureaus or other branches of the federal government have a stake in some phase of public health, according to the preliminary findings of a survey of the health activities of the United States Government now under way under the direction of James A. Tobey for the Institute for Government Research. An effort will be made to formulate a plan to rearrange these scattered functions in a simpler, more effective and more economical plan of organization which may be ready for submission to the Sixty-Ninth Congress when it meets next December.

WYOMING has joined the states which are actively interested in the prevention of goiter by the passage of a law empowering the state board of health to pass rules and regulations to govern the sale of domestic salt or prescribe such other treatment as has been found practical to keep the condition from becoming more common among citizens of the state.

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SOCIAL PRACTICE

Finger Tips and Some Friends

THE receiving ward of a city hospital—ether—a nurse in white—two nurses in blue—internes—the surgeon. Another industrial case, a woman. Anne Emerson, social worker, writing on records, looked up as an orderly wheeled the "banana wagon" by her door to lay the patient on the bed in the emergency room. She heard the familiar cry, "Where am I?" and the professional voice of the nurse, gentle and reassuring.

"My fingers are gone! My fingers are gone, and God himself can't put them back!" An agonized cry from the emergency room, and the reappearance of Miss Mason, head nurse, at Anne's door, roused Anne from her face sheets.

"Do you mind watching Mrs. Steffan a few minutes?" asked the nurse. "She's in fair condition, and will go home this afternoon—she'll need you after a while, anyway."

Thus began a relationship between Julia Steffan and Anne Emerson which led to friendship and an adventure in case work shared later with others in Anne's profession.

Ether and a very few questions let down the bars of Slavic reticence.

"What am to do?" Julia cried. "My husband has gone away to find work. The mines again—West Virginia—two weeks, and I have not heard from him. So many mouths to feed, and my sister expecting in February. I've had four babies, one after another, and I'm so tired. Only got one baby living. David is eight months old. I won't be able to wash for him, or take care of him."

Silence, and then an outbreak of tumbling words.

"My fingers are gone! I hate factories! My second day. I don't know how I did it. I saw the foreman's hand. He lost three fingers. I thought how dreadful to lose your fingers, and in another minute my own were off!"

No use to argue. Futile to tell her that only the first joint of three fingers were amputated. Yet Anne tried both. What else could she do? Just as useless to sit quietly by a patient's bed and tell her to go to sleep.

"I am disfigured. I daren't write to Andy. He will say again that I am stupid."

Again that sick, weak, ethery, dozing, and the start of miserable reawakening.

Once more the words came. Emma, the sister, came up from her home in a Kentucky mining town to stay with Julia until her baby should arrive. Her husband was "mad," and had sent no money. Julia had to support her own baby, Emma, and their ten-year old brother Sam. Their father was living down in Kentucky, but crippled, and unable to work. Hence the factory.

When Julia finally dropped off to sleep, Anne got to work. Compensation would of course not start right away. Relief would probably be necessary. She reported the situation and face sheet information to the C.O.S., and went out on her usual calls shaken by such clear expression of such stark misery.

Julia Steffan became for Anne Emerson and Mrs. Merritt, the C.O.S. visitor, the outstanding "case" of the month, September, and continued to hold first place until after Christmas. They told their friends about her, though careful to maintain correct secrecy about identifying information. They compared notes about their visits to her, and their conversations with her, as is the custom of social workers. They were guilty of the professional fault of being slightly jealous of each other, and took delight in saying, "Did you know that Mrs. Steffan—" and so forth.

In short, they acted quite according to the nature of case workers. With this difference: they had both been reading Dr. Cabot's articles on veracity.

Julia Steffan knew that Miss Emerson had reported her to the C.O.S. She knew that Mrs. Merritt told Miss Emerson how the offers of relief were turned down until every cent in the house was used up. Julia appreciated the necessity for each worker to know the other's steps. She asked once if "welfare people had any way of finding out who else was helping a family" and was told of the Social Service Exchange. She quite approved. "Why, of course," she said, "it would be easy for some folks to ask and get help from different people unless you had something like that."

Who can tell as to cause and effect? One would like to think that veracity on the part of the workers brought about the client's "splendid cooperation." Perhaps it was only that "playing square" helped them to realize the beauty of the personality that an accident had thrown their way.

It was not long before a volunteer came on the stage. Julia's baby, a delicate child, contracted pneumonia and had to be admitted to the hospital. Mrs. Hale, wife of a wealthy manufacturer, and interested in social work, had been visiting a sick friend. As she drove away from the hospital she noticed Julia walking disconsolately toward the car line. Struck by the woman's distress, Mrs. Hale offered her a lift, and took her home. Julia, grateful for the sympathy, not only told the new friend that she had just left her baby in the children's ward, but set the whole situation before her; simply, with dignity, and with the insight which set her apart from many clients. Her diction, a curious combination of unusual vocabulary and incorrect grammar, served to make more poignant the pathos of her story.

Mrs. Hale became Julia's admiring slave. She brought Emma to the prenatal clinic, and when little David came home again, she willingly took him to the clinic for the necessary supervision of his feeding. She took Sam to an ear specialist, and saw to it that he was transferred to the class for the deafened. In short, she showed all the reactions of the enthusiastic volunteer. With this difference: she had had past experience with chronic paupers, and she knew the dangers of misapplied sympathy. The two case workers, overburdened with work, and with the Christmas rush upon them, welcomed some one who was able to devote herself intensively to Julia and her family. They were especially

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grateful that one of Mrs. Hale's first services was to get Julia a job in a department store. It was to be a temporary place for the Christmas business, and one which would not hurt the finger stumps.

Unfortunately the time came when the volunteer and the two professional women disagreed. For Christmas Julia received in addition to the usual baskets and the toys for the children, complete outfits for the whole family. These, beside her own contributions, Mrs. Hale procured from Sunday School classes, friends, and the welfare department of the store, by dint of untiring effort.

Anne Emerson, when she heard of it from Julia, promptly called at the C.O.S. office.

"I'm afraid!" she burst forth impetuously to Mrs. Merritt. "I wouldn't have Julia Steffan spoiled for anything in the world!"

Mrs. Merritt smiled responsively. "Do you feel that way, too?" she asked.

And they launched upon one of those endless discussions of the constructive aspects of relief, and wound up by deciding to "talk it over" with Mrs. Hale.

The opportunity came when Mrs. Hale next brought Emma to the prenatal clinic. Anne opened the subject with some trepidation while Emma was being examined. It is difficult to tell a person one does not know very well that one does not trust her! She told Mrs. Hale she was afraid that something might happen to put Mrs. Steffan in the chronically dependent class. Mrs. Hale realized immediately which way the wind was blowing. She laughed.

"You case-hardened social worker!" she said. "You are afraid that I am going to spoil Julia Steffan! I'll bet you and Mrs. Merritt are both waiting to say 'I told you so.' You haven't as much confidence in our little friend as I have! You should be ashamed! One look into Julia's grey eyes, one glance at the straight, firm, lines of her mouth should convince you that she will never lose her independence. I hope that you will trust me to do all I can to put her on her feet again. I, too, have seen people killed with kindness."

With little more discussion the two agreed to pull together and with Mrs. Merritt to help the family to regain financial independence; Miss Emerson to continue with the health problem, Mrs. Merritt the relief, and Mrs. Hale the friendly visiting.

Each managed fairly well to keep to her own ground. It happened, however, that the friendly visitor could give time to hygienic advice, the relief worker to pressure on regular clinic attendance, and the health worker to sundry confidences which came while waiting for the doctor. They all weathered together the fear that Julia had tuberculosis, and rejoiced when the trouble was pronounced anemia. The harmony of action and feeling made it possible to work together without excessive "case conversation" or conferences.

It was natural that in time a difference in opinion came between the workers and the client. The former felt that as Emma's home was in Kentucky, and as she, having left Steve, was apparently in the wrong, Emma should return to her husband, and try to have a normal family life.

"You people don't understand about Emma," Julia said to Anne Emerson. "She has always been at home. She says little, and she is so ignorant. You think she is stupid, a sort of Slavic animal. You want her to go back to Steve. I don't. She will have more babies. I want to protect her."

It was then that Julia admitted that she was sure her own husband had deserted her.

"You don't know foreign men like we are used to. I was discouraged because there was no money to send me back to the Mountain School where I got used to American ideas. I loved Andy, I could not go back to school, I got married. I made a mistake. Emma married because there is nothing else for a girl in a mining town to do. I want to save her from unhappiness like I've had."

Emma herself wanted to see Steve, to go back to him if he could assure her of a home for herself and the baby. She lacked Julia's fighting spirit, and her mental and spiritual standards were those of the town she had left.

This was in January. Fortunately Steve began to send a little money, which, with Julia's compensation, made it unnecessary to put in much relief. There was nothing to do but await the arrival of the baby.

At last the day came. Early in February Emma's baby girl was born after a twenty-four-hour labor. A telegram sent by Julia to Steve brought the reply that he was unable to come. This was followed by a letter written by one of the workers with Emma's permission, telling of her suffering and her loneliness, appealing to the manhood and affection of the new father. Steve came. He was much pleased with his plump daughter, who looked like him, and he wanted to take his family back with him immediately. This being impossible, he returned to Kentucky promising to send money to pay their fare, and to take care of them until they could come. He even paid the ward rate at the hospital.

NOT long after Emma's return from the hospital, Anne Emerson exploded a bomb she had been saving for some weeks. She suggested a case conference at which should be present Julia Steffan, Mrs. Hale, Mrs. Merritt, and herself. They all agreed with alacrity. Each one had a plan, each was eager to find out what the others had to say. When the conference took place, the talking was done mostly by Julia and Mrs. Merritt. Julia wanted to bring her father and Steve up from the mines and settle them somewhere in a factory. She also wanted to get hold of her own husband to get support for David. She wanted to keep Sam in the special class for the deaf, where he was doing well. Mrs. Merritt argued present industrial depression against transplanting the two men, and pointed out that it would be difficult to get court action for non-support against Andy on account of the difficulty in getting cooperation from the West Virginia town. Finally a decision was reached. Julia agreed that while it would not be ideal, under the circumstances perhaps it would be advisable for Emma to try to live with Steve. She saw the folly of trying to get a job in a factory for Steve and her father, and agreed no longer to stand in the way of Emma's return to Kentucky. She decided at least to try to reach Andy through the Humane Society. A suggestion to place David in a boarding home while Julia went out to work was overruled, as Julia's health demanded rest, and as there was no way of taking care of Sam. Mrs. Merritt arranged to give Julia a definite money allowance each week to supplement the compensation, and to take its place later when it was due to run out. Julia promised to keep a budget book. The conference broke up with a feeling of general good will and satisfaction.

In March, Emma, held up a few weeks by the fact that

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Steve went to the workhouse on a bootlegging charge, returned to Kentucky fortified by a letter from her husband stating that he was through experimenting with get-rich-quick schemes, and was ready to settle down as a good husband and father. Thus one aspect of the situation was taken care of. Another uncertainty disappeared when Andy wrote Julia that he could no longer stand the thought of coming back to unhappiness with her, and was on his way to Alaska.

"He'll not go to Alaska," Julia said. "But I see it will be no use to bother the Humane Society any more to get hold of him. They could only put him in prison, and I'll just not worry about that any more. If he doesn't want the responsibility, I'll take care of the baby and myself."

And so things rode along in a sort of rut until one day in April Julia came out to the hospital to say goodby.

"I am going down to Kentucky," she explained. "My father is there now, and well enough to work again. We'll get rooms somewhere, and he will work for us, and I'll keep house for him and the baby and Sam, and do what I can at home to help the income. Others need the money and time I'm taking here. I have learned that life means struggle anyhow. I think perhaps it's better I should go on fighting by myself now."

The two women, having much to say on this farewell visit, walked up and down the corridor, and across the hospital grounds. They touched in a little more than an hour most of the field of human experience, exchanging views on love, marriage, chastity in young girls and the problem of bringing up foreign children in the new country. They talked of the beauty of the hills, and of the beauty of human relationships. They philosophised on religion, they compared backgrounds, they talked of sympathy and understanding. They discussed principles of relief, and of how to prevent pauperism.

"I lost my fingers," Julia said, "But I gained some friends."

When Julia Steffan's permission was asked for the telling of this tale she said, "Of course I don't mind. Anything to advance knowledge." And nothing has been changed except names.

EMILY B. MOORES

How Good Are Day Nurseries?

TO all those ready to accept the fact that day nursery care has come to stay—even though, as a form of standardized child welfare, it is still in its infancy—as well as to those actively engaged in day nursery work, the interest of such bodies as the Pennsylvania Department of Welfare, the New York Academy of Medicine, and the St. Louis Health Department, cannot but serve as matters of encouragement and congratulation.*

Doctor Ellen C. Potter, secretary of welfare, and Mary S. Labbaree, director of the Bureau of Children, are to be congratulated on the outstanding report made for the Pennsylvania Department of Welfare: a report which, for general content, excellence of charts, clarity and unusual interest of presentation, could not be bettered. While it is obvious that the New York Academy of Medicine approached the subject from a more limited viewpoint—since it was because of "the newer opportunities along health lines that the day nursery was included in the study of child health work in New York City," yet the distinctly limited quality and quantity of the contribution in this second report, as issued to the public, is disappointing. For instance, the question of diet is relegated to the bald statement, under the only paragraph on Feeding of Children: "One third of the (112) nurseries report that they give 3 meals; about the same number report giving 2 meals; in fifteen day nurseries, the children, it is reported, are given 4 meals a day; and three nurseries report that they give only one meal." It is also disconcerting to read the statement: *"Only* 47 out of 101 nurseries exclude children over six years of age," as compared with the statement of the Pennsylvania report: "Eleven out of 61 nurseries are shortsighted enough to bar children over six years of age." Again, "In many instances the day nursery discriminates as it were against infants under two years of age" seems a startling medical point of view in contrast to accepted modern standards which emphatically disapprove of group care for very young children.

As the writer is familiar only with an outline of a summary of the conspicuous findings of the St. Louis survey, as far as purposes of discussion are concerned, it is only possible to comment, in passing, on the similarity of the conditions found in the three groups of nurseries, pointing to the universal need for a raising of standards.

THE five points of Mrs. Tyson's summary in the Pennsylvania report are so obviously well taken and so clearly presented, that discussion naturally centers around them. Roughly grouped, they emphasize: the steady need for day nurseries in Pennsylvania; the dependent status of those for whose benefit the nursery is maintained; the large numbers of children involved; the cost; the menace poor nurseries present. All five points lead up to the conclusion: a clear need of the raising of standards through state supervision.

Discussing the extent of the entrance of mothers into industry, on a conservative estimate, based on available statistics, Mrs. Tyson makes the startling statement that "there must be something like 100,000 very little children in Pennsylvania cared for daily by someone other than their own mothers."

The New York City study, (presumably on the basis of "certified capacity" versus actual aggregate attendance —a questionably satisfactory basis of comparison) affirms that "since the passage of the law in 1916 allotting pensions to widows with children, the demand for the day nursery has decreased." In contrast, the chart prepared from data of the Pennsylvania study is convincing evidence of the statement that "it is a significant fact that with all the increase in state appropriations for the Mother's Assistance Fund work, there has been a steady, though quiet growth in day nursery work. . . . This is doubtless due to the fact that an increasing number of mothers are entering industry, as well as to a keener recognition of the needs of children. The narrow limitation of our Mother's Assistance Fund law to the aiding of widows and the wives of insane men only has also served to make the day nursery the catch-all in cases of desertion, non-support, unemployment, sickness, etc."

In an analysis of the family status of the day nursery

*DAY NURSERIES IN PENNSYLVANIA. *A study made for the Bureau of Children, Pennsylvania State Department of Welfare, by Helen Glenn Tyson.* (*Harrisburg, Bureau of Publications,* 1924.)

DAY NURSERIES IN NEW YORK CITY. *A study made for the Public Health Committee of the New York Academy of Medicine, by E. H. Lewinski-Corwin, Ph. D., Executive Secretary.*

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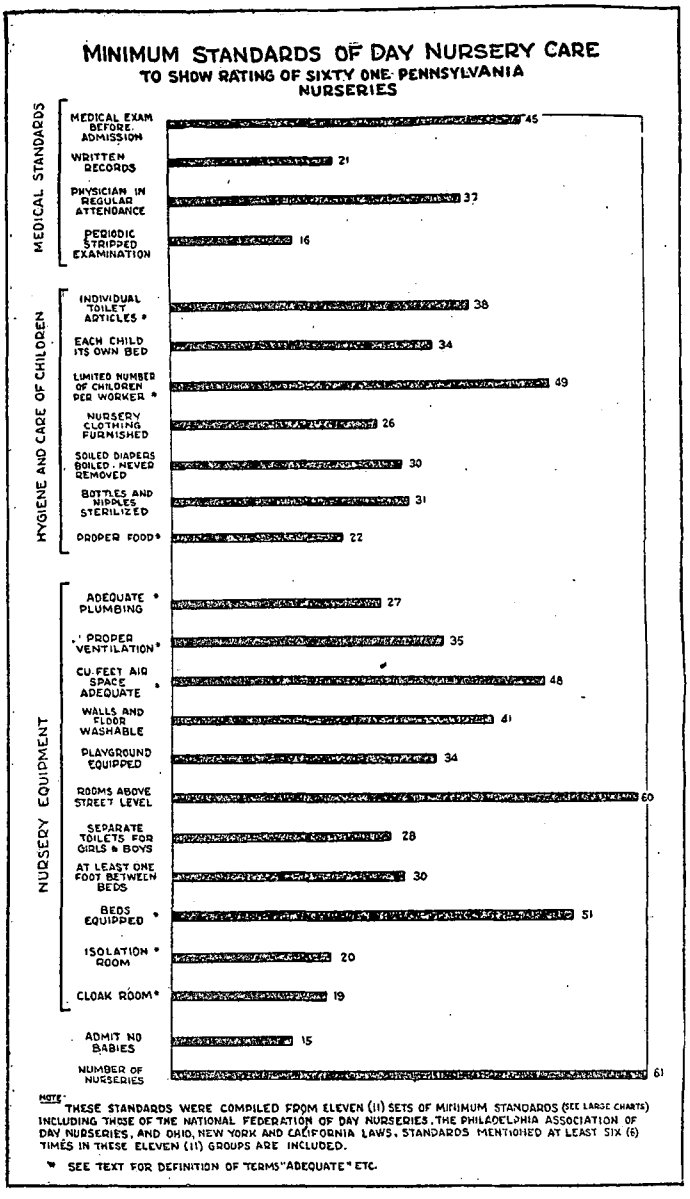
MINIMUM STANDARDS OF DAY NURSERY CARE
TO SHOW RATING OF SIXTY ONE PENNSYLVANIA NURSERIES
MEDICAL STANDARDS
MEDICAL EXAM BEFORE ADMISSION 45
WRITTEN RECORDS 21
PHYSICIAN IN REGULAR ATTENDANCE 37
PERIODIC STRIPPED EXAMINATION 16
HYGIENE AND CARE OF CHILDREN
INDIVIDUAL TOILET ARTICLES * 38
EACH CHILD ITS OWN BED 34
LIMITED NUMBER OF CHILDREN PER WORKER * 49
NURSERY CLOTHING FURNISHED 26
SOILED DIAPERS BOILED - NEVER REMOVED 30
BOTTLES AND NIPPLES STERILIZED 31
PROPER FOOD * 22
NURSERY EQUIPMENT
ADEQUATE * PLUMBING 27
PROPER VENTILATION * 35
CU. FEET AIR SPACE ADEQUATE * 48
WALLS AND FLOOR WASHABLE 41
PLAYGROUND EQUIPPED 34
ROOMS ABOVE STREET LEVEL 60
SEPARATE TOILETS FOR GIRLS & BOYS 28
AT LEAST ONE FOOT BETWEEN BEDS 30
BEDS EQUIPPED * 51
ISOLATION * ROOM 20
CLOAK ROOM * 19
ADMIT NO BABIES 15
NUMBER OF NURSERIES 61
NOTE - THESE STANDARDS WERE COMPILED FROM ELEVEN (11) SETS OF MINIMUM STANDARDS (SEE LARGE CHARTS) INCLUDING THOSE OF THE NATIONAL FEDERATION OF DAY NURSERIES, THE PHILADELPHIA ASSOCIATION OF DAY NURSERIES, AND OHIO, NEW YORK AND CALIFORNIA LAWS. STANDARDS MENTIONED AT LEAST SIX (6) TIMES IN THESE ELEVEN (11) GROUPS ARE INCLUDED.
* SEE TEXT FOR DEFINITION OF TERMS "ADEQUATE" ETC.

mother, the New York City and the Pennsylvania conclusions again differ, though probably it is hardly fair to use so small a group (11 out of 112 New York nurseries) as typical. Two hundred and fourteen family histories from 11 day nurseries in New York City show only 47.2 per cent of the families as representing broken homes, while of the 931 Pennsylvania families analyzed 89 per cent (all but one group—low wage of the father) had to do with disrupted family life. "It is a startling fact," adds the report, "that in 335 families (more than one-fourth of the total number) the workers in charge of the nurseries actually did not know the most elementary facts about the families, in some cases not even the names of the children, nor, the most important fact of all, why they were coming to the nursery for care."

Not only because the day nursery serves the "resourceless" mother, (the widow or deserted woman, without relatives or friends; the mother without even the partial help of a husband), but also because of the low age group of the children involved, there is need for a system of supervision ensuring adequate protection. While both New York City and Pennsylvania studies are reassuring in the matter of tiny infants actually in the nurseries, about 40 per cent of the children served by Pennsylvania nurseries are under 6 years of age. Although no figures are available, it is the writer's belief, from general knowledge, that of the remaining 60 per cent, fully 55 per cent would be under 11 years of age: that is, 95 per cent of the nursery inmates fall within the first ten years of childhood, a period in which the importance of mental, moral and physical care cannot be over-emphasized. Certainly no one will deny the right of the resourceless mother and her young children to supervision adequate to ensure at least minimum standards along these lines.

Nor is the day nursery group an insignificant number. In spite of a deplorable lack of actual statistics, both reports suggest a tremendous "turnover." New York estimates that from 9,000 to 15,000 are cared for annually in 101 nurseries; and Mrs. Tyson declares on the basis of a "turnover" study in a dozen nurseries, that "it is certainly no exaggeration to say that from 6,000 to 10,000 children pass through the nurseries in this state every year." Obviously day nurseries have passed the stage of caring for sporadic groups, and of rendering a service too limited to be recognized as a definite form of child welfare.

The cost of day nursery care, which falls almost exclusively on the general public, is another element which logically calls for public supervision. While it may be said that, almost without exception, not a single case of extravagance, in the sense of unlimited spending, could be found in day nursery work, yet undoubtedly there is waste, through ignorance of what is and what is not necessary in the care of little children. A notable instance of this i. money spent for meat, cake and pie, in the place of milk and fresh vegetables. As a matter of fact, the tendency of the day nursery is to spend too little, rather than too much, especially according to the new emphasis on the importance of training and proper qualification of those in charge of the actual care.

Even with the more conservative estimate of one-third of a million dollars spent annually by 61 day nurseries in Pennsylvania for the care of some 6,000 children (the New York report claims up to one million dollars spent by 112 nurseries) there is matter for very serious thought by both lay and professional people on the question of safeguarding the proper disbursement of so large a sum.

The high cost of child care inevitably raises the old question of whether day nursery work is ever justified. This point is discussed by Mrs. Tyson under the heading "The child the day nursery should receive"—

> The question should always be asked, whether the same amount of money, put directly into the family budget, might not be used more effectively under the management of the mother. Certainly in the large family there is every argument in favor of it. . . . What child then does belong in the day nursery? Certainly, the "emergency" case; the child whose mother is ill, or where there is illness among other members of the family and it is necessary to relieve the over-burdened mother. The child, past babyhood, from the one or two-child family, where the mother, even though she be a widow and receiving aid from the Mothers' Assistance Fund, may be expected to increase the budget by working outside the home. The illegitimate child, whose mother, even though she may be receiving help for the child from the father, must still support herself. In a word, the child who can reasonably be expected to thrive under the nursery regime, and whose care in the nursery is part of a carefully thought-out plan for constructive family welfare.

The basic need for casework in nursery families is self-evident: unfortunately it is not yet an accepted part of

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the work either in the state of Pennsylvania, or in the city of New York, in view of Mr. Lewinski-Corwin's statement "44 per cent of the nurseries claim that they make a social investigation before a child is admitted." Over and over again, in both reports, one is struck with the lack of complete information due to faulty and missing records. The matron, or supervisor, is seldom equipped with training, nor has she the time to collect the necessary facts concerning the home and environment of the nursery child. Yet, quoting again from Mrs. Tyson's report:

> Even from the angle of understanding the child while it is in the nursery, aside from family conservation, this knowledge of home conditions is vital. Children's outbursts of temper, sullenness, fear, refusal to eat certain things—a dozen other behavior problems—are all related to the kind of family life they live.

In regard to the fifth point raised in the summary of the Pennsylvania state report, the menace of the poor day nursery, too much emphasis cannot be laid upon the special risks accruing from the indiscriminate grouping of children of both sexes and widely differing ages, from homes of low economic standards providing a limited amount of discipline and care. Without minimizing the need for physical protection, adequate day nursery care cannot be guaranteed without careful thought of the subtler moral effects upon little children of the heterogeneous "mixing" which occurs in the poorly supervised nursery, whether it be through lack of staff or through unqualified personnel, and the results of harmful discipline with the serious consequences engendered by fear and repression.

Many heart-searching lessons for the day nursery are involved in such findings of the Pennsylvania report as:

> In two-thirds of the 46 nurseries keeping babies, the feeding is so casual as to be dangerous to the babies' life and health.
>
> Sixteen nurseries still use tea; two of these both tea and coffee.
>
> Thirty-four nurseries carried on no family work at all, or so little that its effect is negligible.

There must, however, be noted as well the constructive and valuable service rendered by other nurseries:

> In 7 nurseries the food was excellent in quality, abundant and suitable. They can prove the most definite gain in height, weight and general vigor in the children under their charge.
>
> In 13 nurseries the social work was so good that there was no question that the nursery was in reality an extension of the home. Such service includes the health supervision of all the members of the family, especially the mother; the correction of bad housing and sanitation; the instruction of the mother in child care; cooperation with other social agencies in problems presented by the deserted wife, the unmarried mother, the family in which there is unemployment or sickness; the supervision of the school work of nursery children; and a dozen other family problems.

Literature on day nursery standards is still extremely scarce and the report of the Pennsylvania Department of Welfare will be a most valuable study for all day nursery workers and board members. With its appendix of Suggested Standards of Nursery Care compiled from the actual standards of all the best day nursery groups in the United States, it will serve as an invaluable reference book for groups wishing to start new nurseries. Furthermore, it would seem that since this particular form of child care must be reckoned with, it behooves social workers to interest themselves to the extent of at least being able to recognize the best standards in day nursery work. In most of the larger cities, groups of nursery workers are struggling for better standards. It is not always the older social agency that is the most helpful ally: for examples to the contrary one has only to note the family welfare society which uses the day nursery merely as a dumping ground, until it is ready to make a more constructive plan for the family concerned; the hospital social service department which accepts the doctor's social rather than his medical diagnosis and calls on the nursery to accept the breast-fed baby because the mother has assured him she has no means of support but her own earnings; the agency which, refused care by a nursery with high standards, makes use of one with lower admission regulations.

Like everything else, there is no cure-all for the poor day nursery. It is true that state licensing and supervision give a double form of protection: it ensures minimum standards of care, it prevents "mushroom" nurseries and their consequent misuse of public funds. But licensing is not the last word. Supervision must be efficient, sympathetic and intelligent, or it will fail, as all purely mechanical social work fails, lacking that vision which star-like "shineth unto the perfect day."

FRANCES COLBOURNE

FURNITURE, clothing and odds and ends of things that some people couldn't use were reconditioned through the Goodwill Industries, maintained by various religious denominations in twenty-eight cities of the United States, and sold to other persons of moderate means for $2,000,000. During the course of the renovation of the material employment was provided for twenty-five thousand handicapped men and women just out of the jails and hospitals, who earned more than a million dollars in relief wages for themselves and their 75,000 dependents. "Organized philanthropies are getting down to the brass tacks of functioning Samaritanism," writes Elizabeth B. Canaday of the New York City Mission Society, in telling of the work of the Industries. "For another, social service leaders have begun to exercise their ordinary powers of imagination. Both of these things, after all, probably constitute the essence of the Golden Rule." The Goodwill Industries started in Boston after the panic of 1907, and, endorsed by the Federal Council of Churches, is interdenominational in character. A national bureau was organized in 1918, to coordinate the work of the various cities.

THE growing realization that the orphan asylum is at best a faulty apparatus for giving the dependent child the opportunity to grow robustly into maturity—Dr. Reeder's article on Our Orphaned Asylums in the June Graphic restated the case for home rather than institutional care—is based on a growing sensitiveness to personality values. The technical authority of the mental hygiene group is put squarely behind this doctrine in a recent issue of the Mental Hygiene Bulletin, published officially by the National Committee for Mental Hygiene, which says editorially "Despite modern physical improvements, the mental-health status of the orphan is now little better than is was fifty years ago." The orphanage fails to give the sense of "belonging," tends to regiment habit formation—which should be "a hightly individualized process"—and tends to develop a powerful feeling of inferiority: all three threats to the development of a healthy child personality.

RENT, clothing, food, and the other familiar items appear in their proper proportions in a detailed study of family budgets, revised to January 1925, just published by the Committee on Family Social Work of the Chicago Council of Social Agencies. Copies may be obtained from the offices of the Council, 308 North Michigan Avenue, for twenty-five cents.

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Planning for Play

WHAT constitutes adequate provision for children's play? Is it space only? Or is it also right equipment, proper location, and efficient play leadership? If it is all of these, what are the standards that should be attained, or at least approximated, in planning a playground system?

Equipped play space, little used, does not yield proper returns on the investment, of course. By the same token, a competent staff of play leaders trying to function without proper facilities represents an uneconomical use of the taxpayers' money. In the interest of good business, as well as of a square deal for the boys and girls, every community needs to size up its playground situation and work out these problems in the light of its own local conditions.

Some of the studies being made in the Social Division of the Regional Plan of New York and Its Environs are directed toward an answer to these questions: How much play space? Where located? How developed and equipped? How administered? By counting the children at play, recording the type of activity, noting the amount of "elbow room," and measuring the spaces in actual use, it was found that each child playing on a properly laid out, equipped and supervised playground required an average of 93 square feet of space. This is for children's playgrounds, not for athletic and play fields. Little children in the sand-box use less; the larger ones taking part in playground games require more. A fair standard and one easily remembered is 100 square feet for each child using the playground at a given time. This does not mean that for every child in the district that amount of play space should be provided, but 100 square feet for every child on the playground *at a given time*.

The question then arises, what is the maximum percentage of the child population that may be expected to be using the playground at any time? Careful checking within a radius of one-quarter mile of playgrounds under a wide range of conditions in many cities shows that about one-seventh of the population from five to fifteen years of age may be found on the playgrounds. The lure of the streets is a strong competitor, and all too often the quality of play leadership on the playgrounds is not of the best. It must be a well-run playground to compete successfully with the adventurous possibilities of the city streets. Society has not yet come to the point of prohibiting street play or making attendance at playground compulsory. The ability to make the playground activities so compellingly attractive as to draw the children from the streets and hold their interest from day to day is a rare faculty in play leadership, combining personality and technical skill of a high order. Cities as a rule have not yet appreciated this sufficiently to put into operation standards of requirements and salary schedules that select and attract this grade of play leader. Nothing short of it, however, is good business in view of the great cost of conveniently located play spaces, the hazards of the streets, and the possibilities of building character and health under right conditions of play.

The city planner must assume that these administrative matters will be properly handled, and address himself to the problem of adequate space suitably located and properly landscaped and equipped. As a basis for playground planning, a detailed study of present facilities has recently been made in New York City. The city was divided into play districts of a sufficiently limited size to facilitate practical planning; their boundaries being so located as to make possible the use of census data recorded by "sanitary districts" throughout the city. Then a complete listing was made of all public play space for children, exclusive of athletic fields and parks, even though some of it is not at present available for use at all hours of the day. The purpose was to determine the amount of public playground that New York City has, and to find out to what extent it would meet the play needs of the children if it were all available for full-time use with proper equipment and competent play leadership. Its location with reference to population centers, and the barrier of heavy street traffic between the children's homes and the playgrounds, were not taken into consideration in this study. It was strictly a space-adequacy inventory as a background for planning.

This and previous studies, as was said, have shown that only about one-seventh of the children in districts having public playgrounds use them at any given time. Yet the inclusion in this study of school playgrounds, near which practically all of the children are assembled five days in each week for their school work (thus being much more likely to use the playground) and the assumption that all playgrounds can and should be open all the time and well administered, led to the adoption of a standard which required play space sufficient to accommodate at one time at least one-fourth of the children from five to fifteen years of age living in the play district. Since each child at play needs 100 square feet, there should be, on this basis, 25 square feet of playground per capita for the child population from five to fifteen years of age. This appears to be a fair standard for American cities in general. In residential districts zoned for single-family houses with private yards, obviously less public playground space would suffice. The city planner must take into consideration the local situation and the future possibilities of each section planned, and as far as possible adapt his planning to both present and future needs.

SPACE requirements for children's play have been so much a matter of guesswork that it seemed desirable to spare no pains in making this study thorough and dependable. During the summer all the playgrounds in Manhattan were visited, most of them twice or oftener,

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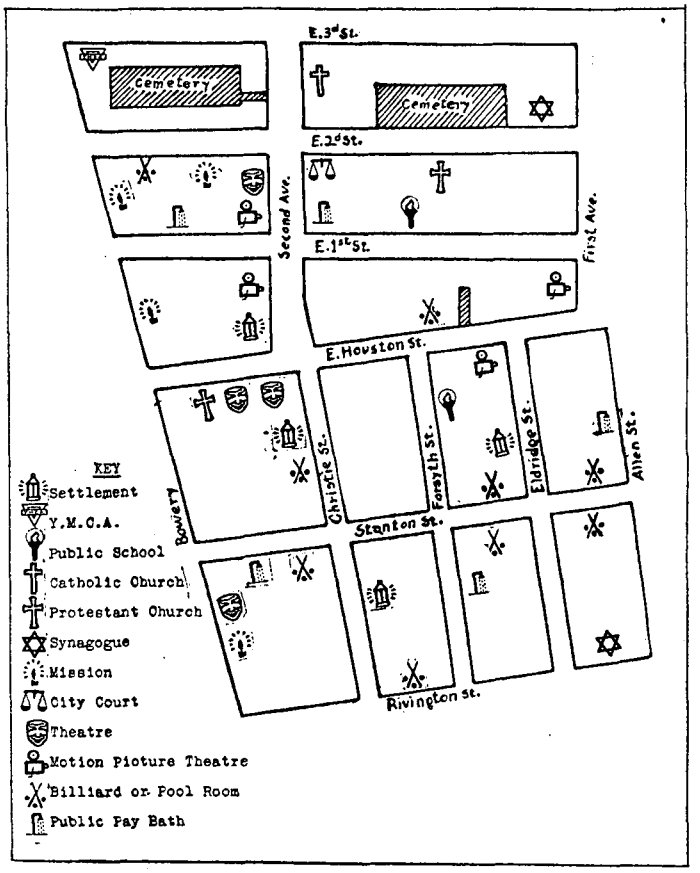


This is the environment of 5666 children between five and fifteen years of age—a district on New York's East Side which has no playgrounds but finds space for two cemeteries, one of which has not been used for a generation

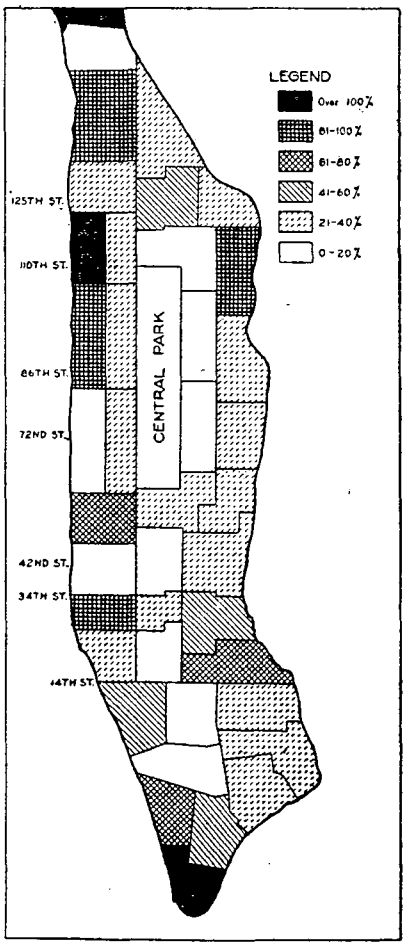
and counts were made of the children attending them. As a result of the observations, two playgrounds were selected for intensive study. These were Tompkins Square Playground, at Tenth Street and Avenue A, and St. Gabriel's Playground, at Thirty-fifth Street and Second Avenue. Twelve counts were taken at each of these grounds, and notations were made as to whether the attendance was "sparse," "minimum," "maximum," or "overcrowded." The number of children on each piece of apparatus and the number playing in the pavilions and on the open spaces of the playground were carefully noted. A measurement was taken of the area of the two playgrounds, including the space occupied by buildings and apparatus. The attractive power of the swings, slides, seesaws, etc., was demonstrated by the fact that on the Tompkins Square Playground about 60 per cent of the children were usually found on the apparatus, which occupied only about 16 per cent of the entire playground. It was found that when all the swings were occupied there were usually an equal number of children either swinging others or waiting their turn, so the maximum capacity of each swing was rated at two children. The slides and junglegym were carefully observed and the number of children who could use this apparatus comfortably was noted. Then the children on the open play spaces in the playgrounds were counted and their space requirements noted. The space necessary for different types of playground games was also studied and given consideration in reaching the final conclusions. In five out of the twelve counts at Tompkins Square Playground the grounds were being used at a comfortable maximum capacity. From this data the average space requirement per child was found to be 93 square feet. That is, the largest number of children that can comfortably play on the Tompkins Square Playground, which is 21,123 square feet in area, is 227, or one child for each 93 square feet.

The drawing power of a playground is shown by the following data from an attendance count taken at a playground in a densely populated Manhattan district:

54	per	cent	of	attendance	from	1st block
16	"	"	"	"	"	2nd "
12	"	"	"	"	"	3rd "
5	"	"	"	"	"	4th "
4	"	"	"	"	"	5th "
4	"	"	"	"	"	6th "
5	"	"	"	"	"	greater distance

The attendance from the first three blocks surrounding the playground usually constitutes about 80 per cent of the total for the usual play district of five or six blocks radius. Therefore if playgrounds are placed closer together, as they should be in an adequate system, and each public school, which is the normal place of daily assemblage for the children, has an attractive playground open for use after school hours, we have concluded that it is reasonable to expect that at least one-quarter instead of one-seventh of the child population would be most of the time using these play facilities. Hence, as already indicated, it was decided that we should plan sufficient playground space for one-quarter of the child population between the ages of five and fifteen years. On the basis of 100 square feet for each child playing, 25 feet of playground space would be required for each child in the total child population that is to be served by a given play center.

The situation would be safeguarded to a large extent if school boards would adopt the policy of providing in connection with each grammar school 25 square feet of outdoor play space for each seat in the building. The temptation to locate additions to the building on the playground must then be resisted and new space acquired not only for the addition to the building but also for a proportionate expansion of the playground. Sometimes a new site with a complete new school plant to supplement the old one is the best solution.



A survey for planning purposes of Manhattan's playground facilities. Only the two districts shown in black have more than a minimum requirement of neighborhood play space. Ten districts have a fifth, or less, of the amount which a reasonable standard would indicate as desirable

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There are some interesting instances of combining the school plant with the neighborhood park, thus creating an attractive community center. The usefulness of such a center is further increased by arranging and equipping the school building for civic, social, recreational and educational uses after school hours. A branch of the public library is sometimes located in such a building.

If eventually in the densely populated districts with their overtaxed streets it becomes necessary to prohibit street play, then the per capita amount of play space indicated above must be increased either by additions to the school grounds or by other play areas provided by the park departments or recreation commissions. Neighborhood parks are most valuable assets in this connection. Some degree of success has been achieved by converting the interior courts of residential blocks into playgrounds for children, and also by the construction of playgrounds on the roofs of school buildings and apartment houses. There are problems of construction and administration in this connection that have not yet been solved satisfactorily.

OF THE 132 districts studied in Greater New York, only 21 were found to measure up to the minimum requirement, and 68 fell below 40 per cent of play space adequacy. The other districts showing between 40 per cent and 100 per cent adequacy were grouped as follows:

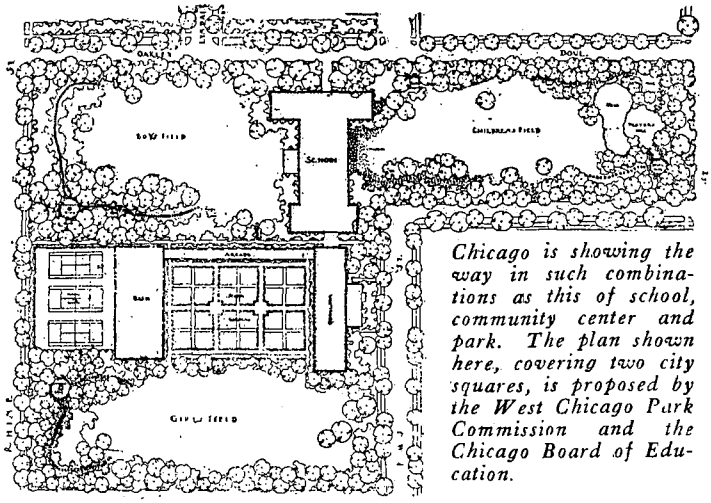
17 districts—41 to 60 per cent of needed play space
15 districts—61 to 80 per cent of needed play space
11 districts—81 to 100 per cent of needed play space

The play-district map for Manhattan south of 181st Street shows to what extent this borough of Greater New York measures up to a very conservative standard of play-space requirements. The "recreation piers" as well as the school and park playgrounds were included in the inventory. The actual facts at present are even less favorable than these figures indicate, as many of the school playgrounds listed in this study are not open for use after school hours, due to lack of funds to provide for supervision and play leadership.

An East Side section of Manhattan that is greatly in need of playgrounds is Sanitary District No. 36, lying east of the Bowery between Rivington and Third Streets. It has no public playgrounds except very limited space in connection with two school buildings. There is only one vacant lot in the district, twenty-five feet wide. The child population five to fifteen years of age is 5,666. The accompanying map of the district showing the location of the various educational, religious and social agencies is typical of many densely populated areas in American cities where suitable provision for children's play has not yet been made. The following are some significant facts about this district:

Population in 1920	24,135
Families	4,887
Population density per acre	514
(The British Ministry of Health has set up as the desirable standard for housing, 60 to 100 persons per acre)	
Children 5 to 15 years of age	5,666
Children under 5 years of age	3,853
Public schools within the district	2
(One other just outside)	
Settlements	5
Y. M. C. A.	1

On a Saturday afternoon late in March a street census of children's activities was taken in this district. With the aid of a number of Columbia University students the count was made on all the streets at the same time, thus avoiding duplication. There were 3,078 children on the streets either playing or idling about. Of these, 2,178 were apparently between the ages of five and fifteen years. Such games as are taught in the school and park playgrounds or improvised activities were engaging 55 per cent of the children, while 45 per cent were idling about, with the exception of a few who were tending babies, selling papers, shining shoes, or going on errands. The list of miscellaneous activities noted gives an interesting picture of child life on the streets of a great city:



Chicago is showing the way in such combinations as this of school, community center and park. The plan shown here, covering two city squares, is proposed by the West Chicago Park Commission and the Chicago Board of Education.

Playing ball; jumping rope; marbles; handball; matching picture cards; bouncing ball; playing with balloons; walking; tag; sailing boxes in gutter; riding bicycles; riding velocipedes; playing with paper boxes; taking care of baby; running around; roller skating; marking pavement with chalk; pavement checkers; gathering wood; playing with doll; building fire; playing with old tire; sweeping street; stoop ball; selling papers; buying candy at stand; newspaper fight; playing cards; playing on cellar door; bootblack; watching motorcycle; hop-scotch; playing with dog; hitching on to autos; basketball; pass ball; hoop rolling; fencing with sticks; tip cat; riding hobby horse; climbing fence.

IN this district there is an unused cemetery occupying a space of 19,671 square feet in the center of a block. The grave stones have been removed and tablets set into the surrounding walls. There is an entrance from Second Avenue barred by a heavy iron gate. On the streets within two blocks of this unused cemetery were counted 1,868 children playing as best they could under the difficult conditions of New York street traffic. Within this same area three children were killed in street accidents during the previous year. If the average number of accidents to each fatality throughout the city holds for this district, as it no doubt does, about seventy-five children in this small area were injured during the year to such an extent as to bring them into the records of the police department. Washington, D. C., has converted one of its abandoned cemeteries into a playground for children.

On the minimum basis adopted for this study, this district should have 141,650 square feet of public playground space—about 3.26 acres. Its two schools now provide 7,300 square feet of indoor and 6,732 square feet of outdoor play space, a total of 14,032 square feet. This is not at present available after school hours, except for seven weeks in the

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summer, when it drew an attendance of 61,590 during the forty-two days of the summer playground period.

New York City and many other American cities are making substantial progress toward meeting the play needs of their people, but most of them are seriously handicapped by their late start. Neglect in this matter presents real problems in the form of densely built up districts and greatly increased real estate values. The need for early and comprehensive planning is obvious.

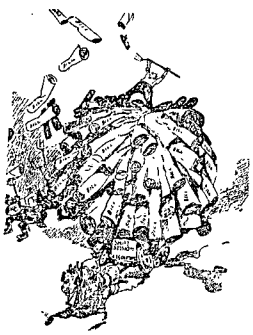
The cities of the United States reported 8,115 play centers in operation in 1924, of which 635 were new. Employed play leaders totalled 15,871, and the reported expenditures for public recreation by municipalities reached $20,052,558. Although this shows substantial and encouraging progress, there is yet much to be done before adequate provision will have been made for the play needs of all the children.

LEE F. HANMER

ALONG the fence-rails between private social agencies and city welfare services much has been taken for granted that might better be dug up and examined. The National Municipal Review, long an exponent of municipal efficiency, is exploring along those fence-rails in a series of articles on the division of responsibility for social work between governmental and private agencies—a subject on which social workers have hitherto had rather more to say than city officials or students of government. Robert W. Kelso opened the series by discussing Boston; Elizabeth Sims Brownlow followed with a study of Coordination of Social Work in Knoxville, where her husband, Louis Brownlow, is now city manager. Her opening sentence will cause no surprise to those who followed Mr. Brownlow's work as city manager of Petersburg, Va. (see Petersburg Plus, The Survey, July 1, 1924): "Under the council-manager form of government, social work in Knoxville is being coordinated under the leadership of a governmental agency—the department of public welfare."

ANENT the recent articles by Ross W. Sanderson and Homer W. Borst on the function of interdenominational councils of churches in a city's social work it is interesting to note that the University Church of Disciples, Chicago, has a social service council of its own which is doing an unusual work in relating a single church body to organized work. The church carries a benevolence budget which includes appropriations to neighborhood agencies and which is framed in accordance with the investigations made by the council. Members of the council, which meets monthly, represent many of Chicago's most useful social activities; they report what is of current significance in their particular fields. The council, in the words of its chairman, Edward L. Burchard, "seems to put social service in its proper setting in the whole round group of church interests and activities."

THE EOLA RANCH near Salem, Oregon, was a pioneer in health and recreation service among harvest workers on the fruit and hop ranches (The Survey, January 15, 1924). Last fall five hop ranches and one apple growing section carried through successful projects, including in their work day nurseries, first aid to the injured, health education, evening entertainments and daily or twice-a-week newspapers. Each specialized in certain features and the program for 1925 will be influenced by the success of the methods used in various projects. The Mitoma Ranch had a successful day nursery where a well rounded program of instruction was carried on. There was space for ample playgrounds and a large bathing beach near. The children, left by the hop pickers from six in the morning until seven at night, were busy with songs, stories and drills, health education, handicraft work, folk dancing, games and swimming. In the Hood River country another day nursery, adapted to the needs of the apple industry, cared for children from a dozen ranches. Here the parents paid a small sum for tuition. The work was fitted into the Oregon school curriculum. The activities at the Hood River project and the Mitoma and one other hop ranch were organized by the Council of Women for Home Missions, an interdenominational group of church women with headquarters in New York. The Hood River Apple Growers Association has asked the council to make a further demonstration in their valley in 1925 and to organize with a larger number of growers.



POPULAR EXASPERATION with unwieldy legislative bodies finds a mouthpiece in the recent pamphlet, Federal and State Law-Making Bodies, compiled by Helen M. Rocca and published by the National League of Women Voters. Miss Rocca examines the system of organization and methods of procedure of the Congress of the United States and of state legislatures, indicating some of the changes which might make such bodies more representative and more effective and pointing out some of the more pressing problems of law making. Lack of proper representation, large unwieldy legislative bodies, legislative pressure, the harm of over-legislation, inadequate terms, are some of the evils discussed. There is also an informative outline of legislative procedure. This bit of constructive information should be welcomed by women curious to know just what *is* wrong with our man-made legislatures. In a large and comprehensive Program of Work, adopted at this year's annual convention, the league carries its critical and constructive efforts into almost every field of political and social activity. Here recommendations are made "to secure to every citizen, at every age, the largest possible measure of life, liberty and happiness." To that end, through discussion, observation, conferences with experts, etc. the local branches of the league are to make a study of governmental efficiency and public welfare, which includes child welfare, education, legal status of women, living costs, social hygiene, women in industry, and, in a department by itself, international cooperation to prevent war—all fields where the natural feminine interest will act as a stimulant to carry them through a tremendous program of enlightenment.

Uncivil Civics II

The Alderman

The Alderman, he makes amends
For governmental lack of feeling,
For, what he does for all his friends
Shall keep our bosoms from congealing:

He gives them food, he goes their bail,
Their nearest needs they've but to name them;
And if to vote for him they fail,
Why, we should be the first to blame them:

Though ever since the day he ran
He's heard but commendations hearty,
Let's hand it to the Alderman,
He never once forgot his Party.

SEYMOUR BARNARD

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INDUSTRY

Trends in Workers' Education

THERE appear to be two main trends in workers' education today. Most educational adventures that go by that name are distinguishable from ordinary college or university extension education principaliy by virtue of the fact that actual wage workers are the subjects of instruction. Their curricula in so far as they differ from those of the regular college courses are arranged in response to the demand of the workers themselves for a share in the delights of the traditional academic culture. One of the most effective developments of this type of workers' education is that in process at the University of Cincinnati described in the following pages by Earle Edward Eubank, head of the university's department of sociology. Its animating spirit is expressed in Professor Eubank's quotation of a trade unionist to the effect that "if education is good for college people it is good for the workers; we want it not primarily as an aid to a better job, but as a means of fuller living." The assumption here seems to be that liberating cultural values do not inhere in the activities through which men get their living but must be sought in the academic groves whose spiritual tranquility is not disturbed by the noise and grind of the workshop. In this sense the professional education of lawyers and doctors, for example, is not cultural but only an aid to a better job.

The second trend in the evolution of workers' education is revealed in Horace M. Kallen's recently published book on Education, The Machine and The Worker, whose central idea he develops in The Nub of Workers Education, printed below. Mr. Kallen has been associated not only with the New School of Social Research but also with the Amalgamated Clothing Workers of whom Frank Tannenbaum once said that their most distinctive achievement had been their redomestication of the cultural tradition to the workshop. In the great epochs of cultural efflorescence—in the Greece of Phydias, the France and England of the Gothic cathedrals, the Italy of the Renaissance—the sense for beauty and excellence which is culture, has always been intimately associated with the crafts, with the activities by which men not only make their living but through which they live and find spiritual fulfillment. Mr. Kallen cuts away the stereotyped ideologies and abstractions that seem to him to hinder the flowering forth of the cultural values that lie dormant within the machine-driven workshops of today. In turning to the technical processes of industry as the vital centers of workers' education, he is not preoccupied with what is ordinarily called vocational training which is primarily concerned with improving the worker's chances for bettering his job; what he is concerned with is the revelation to the workers that their creative and therefore their cultural liberation depends upon their recovery of their tools from which their traditional subservience to the dualism expressed by such abstractions as Capital and Labor has debarred them. For him the jobs by which men get their living and the living relationships that grow out of them have a cultural as well as an economic significance.

There is still a third point of view which deserves consideration by those who are concerned with the development and the more precise definition of workers' education. What is education after all but the induction of the present generation into the art of living as taught by the accumulated experience of the group? The question therefore arises as to whether there is any special quality in the experience of the wage-working groups under our machine economy which, if interpreted, would enlarge and enrich our conception of culture. Hitherto books dealing with the trade unions or with the working-class movement have been preoccupied with the workers' struggle to escape exploitation and to win free citizenship in industry. Even such classics as the Webbs' History of Trade Unionism and the Hammonds' Town Labourer and Village Labourer run within the same ambit as traditional collective bargaining—wages, hours, physical working conditions, the right to belong to a trade union and to negotiate through representatives of the workers' own choosing. So far as we are aware, no book in English has attempted to portray the rise and progress of a wage-working group as a cultural phenomenon in the inclusive human sense, until Louis Levine wrote his Women's Garment Workers—the History of the International Garment Workers. The significance of this volume to workers' education is not easily overstated. Mr. Levine has written a story, not of an industry only, not only of a wage-working group, but of a great people. He has recorded the manner in which thousands and tens of thousands of immigrant patriots, caught in the captivity of the sweatshop and inspired by a passion for law and order and justice, cross-fertilized our Anglo-Saxon institutions with the ethical pollen of the Old Testament, so that in the government of the needle trades today, in the organization of workers and employers and in their joint arrangements for the conduct of their industry as fundamentally a public service, constitutional democracy shows a unique vitality and effectiveness. He has written a bible of the needle trades. Let any one who is disposed to feel that this is an overstatement read Mr. Levine's book together with Genesis, Exodus, Leviticus and Numbers. Here is Clare Lemlich,

> a striker from the shop of Leiserson, who had been on the picket line and who had been assaulted while picketing. Making her way to the platform she delivered a "philippic in Yiddish." "I am a working girl, one of those who are on strike against intolerable conditions. I am tired of listening to speakers who talk in general terms. What we are here for is to decide whether we shall or shall not strike. I offer a resolution that a general strike be declared—now.". . . For five minutes the tumult continued, everyone shouting an emphatic affirmative. . . . Then the chairman made himself heard. Carried off his feet by the emotional outburst, he cried, "Do you mean faith ? Will you take the old Jewish oath?" And up came two thousand hands with the prayer: "If I turn traitor to the cause I now pledge, may this hand wither from the arm I now raise."

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Thus began "the uprising of the twenty thousand," and the exodus from the sweatshop.

Here is Josephine Casey, an organizer of the union who was sentenced to imprisonment for conducting "picket prayers" by groups of girls in front of a corset factory in Kalamazoo, Michigan.

Oh God our Father who art generous, ran the prayer, our employer who has plenty, has denied our request. He has misused the law to help him crush us. Thou who didst save Noah and his family, may it please Thee to save the girls now on strike from the wicked city of Sodom. Oh, help us to get a living wage. . . . Grant that we may win the strike . . so that we may not need to cry often, "Lord, deliver us from temptation."

Here is the story of the Great Revolt across whose tumult sounds the calm, grave voice of Brandeis. Dyche, Rosenberg, Polakoff, Baroff, Amdur, Pearlstein, Schlesinger, Sigman, Holt, Valentine, Dreier, Robbins, Hillquit, Moskowitz, Cohen, London—names that recur in the saga as the names of Homeric leaders recur.

No group in America, certainly no labor group, has had so scholarly and eloquent a historian. Whoever is interested in the complex currents and forces that are weaving the garment and spirit of American life will read this history with profit and delight. But to those who are interested in workers' education it has a special value, for it is not a story of individuals only, but of the rise and establishment of governmental institutions, of new mores and folkways which are of the essence of education and culture. If workers' education is to be differentiated from what now goes by the name of education in general, must it not draw its distinctive quality from the distinctive experience of the workers themselves, not as wage workers only, but as human beings? We urge those who are interested in the subject to read Mr. Levine's book together with the following articles by Mr. Kallen and Professor Eubank.

R. W. B.

The Nub of Workers Education

"NO one," William James once wrote in a letter to his father, "sees further into generalization than his own knowledge of details extends." Write, instead of "generalization," "abstraction" or "concept," and you have the statement of a basic limitation upon our ways of knowing from which there comes, particularly in education and in group relations, much of the futility and confusion and conflict that characterizes them. At their best, generalizations and abstractions are composite distillations of details; at their worst, they are individual details, used as the infallible standard and measure of all others of their class. Their best figures in the mathematical and physical sciences; their worst figures in the social sciences.

Take such abstractions as Labor (with a capital L) and Capital (with a capital C). No worker in a shop or a mine or a factory ever feels himself as Labor. He feels himself as Tom Burns or Abe Cohen or Stanislas Potocki, related in a thousand confused, tangible and intangible ways to parents, relatives, wife and children, friends, enemies, churches, political clubs, bootleggers, insurance agents, real-estate dealers, installment collectors, foremen, time-clocks, tools, materials, fellow-workers and so on, indefinitely. In the shop or mine or factory he is this man, in all these other relations working on this particular job. He passes easily and simply out of any of them from the relationships of his job, and back into any other of them from the relationships of his job. What he feels about "Labor," what he conceives "Labor" to be, will have for its real content the details of his experience on the job. The details of his experience will vary with the kind of job it is, the specific conditions of the plant, the temper and behavior of foremen and fellow-workers and all other sorts of specific things that are unique to his time and place and circumstances. Yet whenever he thinks of "Labor" as a generalization or talks about it, he will talk and think of these not-to-be-duplicated details of his experience; he will make the entire unexperienced world of Labor in the image of these single items. The same thing, *mutando mutandis,* holds for "Capital." The same thing holds for "Capital's" ideas of "Labor" and "Labor's" ideas of "Capital." The total qualities of each will be inferred from the behavior brought into play by the special relationships of the job. Coming into contact with each other only in those relationships, each will regard the other as existing in *nothing but* those relationships; whereas the full individuality of each is barely touched by the relationships. The relationships are loose and external. They do not hold all the time. Men and women pass into and out of them as they pass into and out of street-cars and houses.

The failure to recognize these obvious facts underlies, in my judgment, much of what is evitable in the "class-struggle," and is the source of the discrepancies between industrial happenings and socialist predictions. Rigorous insistence on the implications of the abstractions, "Labor" and "Capital," in treating the relationships between workers and managements, is often the cause of the crumbling down of a labor organization or the bankruptcy of a business enterprise. Such intransigence has the character of a religion. It occurs, of course, more frequently where there has been little experience or no experience at all—as among "intellectuals,"—than where there is only a generalization of a limited specific experience. When there has been no experience at all, the detail which gives mass and body to the concept is usually some private emotion. This emotion originates as a rule in the frustration of some wish or impulse which need have no material connection whatsoever with "Labor" or "Capital"; the emotion may be quite specific or it may be a general feeling of insecurity. The abstractions, "Labor," "Capital" and their relations, elaborated dialectically, serve to enchannel and drain it, bringing about an equilibration of life that enables one to carry on. One now has a religion with a god "Labor" and a devil "Capital," or a god "Capital" and a devil "Labor"—and one lives on more easily among things as they are. Such religions are as undisciplined to reality as the more traditional ones and like the more traditional ones are evasions of the specific problems of adjustment in the daily life.

The multiplicity and the transiency of the relationships that make up the lives of men are the source and matrix of these problems. Education would properly concern itself with their nature and harmonization. But education has been primarily conversant with symbols, abstractions, concepts and thus has been reenforcing instead of checking, as it should, the mind's initial bias toward falsifying by abstraction. Consequently events keep contradicting the dogmas of schools. Among these dogmas one that has constantly been confuted, and whose confutation has as constantly been ig-

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nored, is the proposition that Labor is Labor and Capital is Capital, and never the twain should meet. Yet within recent months the public prints have been repeatedly using a new phrase—Labor Capitalism, which is the name for situations in which the twain do meet.

Labor capitalism is a new name for an old thing. It is what comes into existence whenever people who hold jobs in shops or factories or mines or on railroads assemble their possessions for the purpose of engaging in business enterprise and thereby becoming the employers of other people in the jobs their enterprise consists of. The earliest forms of labor capitalism were the consumers' cooperatives, the earliest and, on the whole, the most successful. Current ones, exercising the minds of the recorders of opinion in the United States, are the several forms of industrial enterprise, such as coal mining, garment manufacture, etc., etc., that various labor unions have gone into. Outstanding, in its extent and in the range and variety of comment it has called forth, is what goes by the name of labor or cooperative banking. In all these enterprises men who are members of the working class in one set of relationships appear as members of the capitalist class in another set of relationships. They are the same men and they are workingmen and capitalists at the same time; economic hyphenates with all the virtues and iniquities that accrue through the hyphen.

IT has been a standing indictment of doctrinaires against consumers' cooperatives that their relations with the employees have been marked by the same kinds of conflict and struggle as the relations between bourgeois employers and their employees. It has been gleefully announced by various interested commentators that the laborer as banker would be far more conservative and far less militant than the laborer as just laborer. And it has been a matter of record that the laborer as employer is under the same necessities in relation to his employees as the purely capitalist employer.

From all of which there has been derived everything but the obvious observation of how abstract and external and fragmentary are the worker-employer relationships in the total aggregate of a man's life. Because a conflict of interest becomes explicit at the point of the job, because the issue is joined on the wage-bill, or the hours and conditions of work, or the standards of production or the technique of management, the protagonists of the controversy treat each other as cases of *nothing but* this conflict of interests, whereas the conflict invariably occurs in a context of other interests that are as often as not its basis for resolution into agreement. Insistence on the abstraction of the interest of "Capital qua Capital" or of "Labor qua Labor" becomes invariably self-defeating.

A significant illustration of this process is to be observed in the development of the conflict between the United Mine Workers of America and the officers and members of the Brotherhood of Locomotive Engineers who are the owners of the Coal River Collieries in the Kanawha district of West Virginia. When these collieries had been acquired, at a cost of $3,000,000 by their present owners, they were not a successful property. The housing and living conditions that obtained among the miners were miserable and the whole situation of the miners was that characteristic of this terrible non-union area. As soon as the members of the Brotherhood of Locomotive Engineers took over the property they introduced radical improvements in the housing and the working condition of the miners. They called for mine-union organizers and declared themselves ready to enter into an agreement with the union. But the only agreement the union would enter into was the "Jacksonville agreement." This agreement, whose terms were adopted at the end of a national strike, retained the high wage-level of 1919. The difference between its wage-scale and the non-union wage-scale was such that the Coal River Collieries found that they could not pay it without operating at a loss. Non-union mines in the Kanawha district were supplying coal to a competitive market which union mines could not meet and still continue to operate. Union mines therefore tend to shut down, union miners to be thrown out of employment and the miners' union to lose in strength and in numbers. The mines owned by union railroad workers were confronted by the same dilemma that confronted mines otherwise owned. They solved it in the same way. They met the abstractionism and intransigence of union men as miners with the abstraction and intransigence of any man as capitalist. They shut down. Also their employees were thrown out of work and ultimately lost to the miners' organization. The spokesmen of this organization, proceeding with perfect logic and formal correctness, drew the full and rigid inference from labor in the mines as "Labor" and capital as "Capital." As President Lewis of the United Mine Workers wrote, toward the end of a long correspondence with Chief Stone of the Brotherhood of Locomotive Engineers,

> The United Mine Workers cannot be responsible for problems of management in which they have no voice. The question of efficient management and low cost of production to enable you (the labor-union owners of the mines) to remain in the market with competing coal companies is one that must be dealt with by your corporation. It is one that ever confronts a coal operator.

This rejection of responsibility for management was made at a time when it had become apparent that the bituminous coal industry was overdeveloped, and that under the existing system of relationships of producer to consumer the total effect of the "Jacksonville agreement" could be only a weakening of the union. From the point of view of the living interests of the miners' union it is the non-unon, not the union mines that should be shutting down. Its living interests would require that every effort should be made to keep union mines open and union miners employed; every effort, even to the voluntary proffer of responsibility for management. But the logic of the abstractions "Labor," "Capital" moves in one way only and that way contrary to the organic necessities of the bituminous coal-mining industry.

The organized miners are a "conservative" labor organization. Mr. Lewis is no visionary but a "practical" and "conservative" labor leader. Yet his procedure contains nothing that could distinguish it from the dialectic applications of "principle" by the most intransigent and metaphysical red: "Labor" is "Labor" and "Capital" is "Capital," and never the twain shall meet, regardless of whether in fact they do, or not! Contrast this view and policy with those of an acknowledgedly "radical" and visionary labor organization, the Amalgamated Clothing Workers of America, as its president Sidney Hillman defined them in a recent newspaper interview:

> There are hundreds of manufacturers in the clothing industry who are unfit to manage a peanut stand. Some of them honestly cannot pay decent wages for the sufficient reason that they do not know how to run their business profitably without exploiting labor. Time and again, in literally numberless

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cases, we have had to lend them our experts to fix up their payrolls, to straighten out incredible tangles, to introduce the most elementary efficiency methods. We help them for one excellent reason; the clothing workers must make their living out of the clothing industry—just as their employers. Until now labor has fought from a sense of outrage against exploitation. Henceforth it will fight more and more from a sense of industrial and social responsibility.

From the standpoint of this "radical," management is even more fundamentally a concern of the trades union than wages, being often the differential between low wages and high; from the standpoint of this "radical" labor gets hyphenated with capital right in the shop, right on the job; industrial democracy becomes the complete interpretation and coincidence of the two relations. From the standpoint of the practical and "conservative" Lewis, the problems of management are irrelevant to the interests of labor; its concern is not the life of the industry but a rigid wage-standard. The difference is not one of economic doctrine or trades-union theory. The difference is one of being disciplined to the realities of industrial life or being disciplined to the logic of abstractions. In the former case, trades-union policy becomes a flexible, pliable procedure; the union makes its gains item by item, shop by shop, with concessions here, advances there, as time and place and circumstances require; but it gains as living organism gains, continuously, each day a little, each year a little. In the latter case, trades-union policy becomes a matter of doctrinaire application of rules; good enough in prosperous times, but in danger of breaking the union when business is bad.

The most important problem before labor education is to enforce the contrast between realism and the various forms of abstractionism that prevail in the relationships between workers and employers in industry, and to create the habits and policies that are required by a realist apprehension of the interests and forces in play in the national economy.

H. M. KALLEN

Trade Union and University

THE University of Cincinnati is the largest of the American municipal universities. Partly because it is a municipal university, but primarily because its faculty and its constituency believe in the policy, it is interwoven into the life of its city to a greater extent than is true of perhaps any other similar institution.

The cooperative plan of its college of engineering and commerce is widely known. Here a total of over one thousand students from specialized divisions are divided into two equal groups. Group A is distributed by the college among two hundred factories, shops, banks, offices and commercial establishments to work at the actual tasks of their vocation under the joint supervision of college and plant, while Group B attends university classes. At the end of a month, Group A enters laboratory and class room, Group B going out into the field to take A's place at bench and counter. In this way they alternate throughout the entire professional course, education being carried on under the joint auspices of the university and places of business.

The students of the college of education during a considerable part of their course serve as teachers half of each day in the city public schools, and attend university classes the other half day. The board of education serves as an advisory board to the college, and shares responsibility for the finance and direction. Similarly, students in medicine and nursing serve upon the staff of the Municipal General Hospital. And students in training for social work are assigned, under educational supervision, for fifteen hours each week, to the various social agencies of the city for field work which is coordinated with academic classes. These are only a few of many illustrations that might be given of the way in which this city and its university are dovetailed into the efficient working life of each other.

The latest development of joint enterprise to get under way is the organization, in coordination with the Central Labor Council of the American Federation of Labor, of extension courses for the working men and women of the city.

This work is under the direction of a joint committee, half of whose members are appointed by the Labor Council and half by the university. The nature of this coordinated authority makes this an undertaking of peculiar interest. In a number of places in the United States there are college professors serving in an individual capacity as instructors in labor classes under outside auspices; but here they serve under a standing committee of the university itself, officially representing the institution as a part of its extension faculty. The official announcement of these courses begins as follows:

CINCINNATI LABOR CLASSES

Under joint management of the Central Labor Council and the Extension Division of the University of Cincinnati.

Warm support has also been given by the city board of education, which has provided classroom accommodations, with light, heat and janitor service included, without charge of any kind.

While a cooperative arrangement of such a character is an innovation among American universities, the idea itself is by no means new. Before 1900 sporadic efforts toward it were made in Great Britain, but without system or satisfactory definition. When first organized it was frankly superimposed from the outside, hence was turned from with indifference by the very people it was hoped to reach. Not until the workers themselves began to have a voice in the enterprise did it begin to succeed. The Workers' Educational Association was founded in England in 1903, under which groups of workmen interested in education selected subjects which they desired presented, and personally interested instructors from Oxford took charge of the classes. At length a joint committee of workers and faculty men was developed to have charge of Workers' Extension Education. It is this plan which the Cincinnati arrangement somewhat resembles. There are now upwards of 10,000 students in these workingmen's classes in England. They are no longer confined to Oxford where the idea originated, but are now established in connection with many other British colleges and universities.

The ideals and objectives which have inspired this Cincinnati enterprise are, on both sides, closely akin to those found in the British Workers' Education Association. The theory is one whose validity has been amply demonstrated at Oxford and Cambridge. Briefly, the purpose is to make the essentials of a liberal cultural education available to the workers, who, because of lack of time, do not have access to the usual channels of cultural education.

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In the past, American educators have usually assumed that a person whose education was terminated somewhere in the lower grades of the public schools, must begin at that point to continue if in adulthood he should wish to resume. Adult classes in our public schools have been planned accordingly, and its members put into elementary or grammar school subjects. Furthermore, it has been generally assumed that the chief purpose of adult education is to increase the students' ability to make a livelihood; hence the economic and vocational phase of evening and correspondence courses have unfortunately been overstressed to the almost total exclusion of purely "cultural" subjects.

When this situation was canvassed in England some years ago, two discoveries were made: First, that the workmen themselves were eager for courses in literature, art, history, psychology, philosophy, economics, political and social science —subjects which added no whit directly to earning capacity, but which did open the windows of the mind. Second, that a properly matured adult mind does not necessarily have to master all the intervening stages of a grammar and high school curriculum before taking up so-called "collegiate" subjects. Working men sitting in the same seminars with regular Oxonians at Balliol College, did work which in depth and originality of thought and keenness of insight, held its own with that of advanced college-trained students —and sometimes went beyond.

When the idea of workers' education in Cincinnati was first broached, it was found that members of the university faculty and of the trade union were at one upon the viewpoint just expressed as to the nature of the work to be given. Said a member of the latter group: "We believe in education of and for itself, not simply as a means to more bread and butter. If it is good for college people, it is good for the worker. We want it not primarily as an aid to a better job, but as a means of fuller living."

The courses offered, therefore, are those found in the regular liberal arts curriculum of the university. Whatever modification is made, in deference to our own assumption that the chief aim of adult education is to increase the student's ability to make a living, is chiefly in method of presentation; for students who are employed all day long, lack time and strength and facilities for meeting academic requirements which a regular student can meet. The content of each course is essentially unaltered. The work so far offered has included introductory courses in economics, sociology, philosophy, social psychology, English literature, public speaking, a course in English historical backgrounds of the labor movement, and one in the nature and purpose of the state. The standing offer has been made to conduct any course for which an enrollment of at least ten students is secured.

What are the advantages of making this a joint enterprise? An occasional critic asks "Why should educational advantages be organized for workers in any special way? The public and high schools are here; a municipal tax-supported university is here. All are open to qualified citizens. Why do these not sufficiently meet the need?" The answer is threefold. First is the practical difficulty which industrial workers have in meeting the regular university schedules. Second is the fact that the requirements of work leading to diplomas and degrees, which must be made somewhat rigid for college undergraduates, constitute almost impossible obstacles for the industrial group so far as the regular classes are concerned. Third, and in some respects the most difficult obstacle of all, is the fact that many working men, rightly or wrongly, regard any university as a capitalistic institution and are therefore out of sympathy with university undertakings.

To such a situation a joint committee is a practical answer. It guarantees that the workers themselves through their chosen committeemen shall be fully represented in selecting and organizing the course of study. The courses taught become as truly theirs as if the Cincinnati Labor Council should organize a separate college of its own, something which it is not at the present time prepared to do. To make the undertaking still more democratic and responsive to the workers' needs student representatives chosen by their classmates meet with the joint committee and participate in planning and organization.

Workers' education, while not so far along in its American as in its British development, is an expanding reality in the United States. There are three possible lines for it to follow. First, the already established educational institutions may offer "workers' courses," exclusively under their own auspices. This plan will probably not be popular with organized labor for reasons previously given. Second, labor itself may establish its own educational systems and institutions without reference to existing institutions, under labor's exclusive control. This is the present trend in the United States. The American Federation of Labor maintains a workers' education bureau for the purpose of developing education within its own ranks. Brookwood, "a resident workers' educational institution" at Katonah, New York, has its own campus and dormitories, a full-time resident faculty, and requires the full time of its students for two years of thirty weeks each to complete its course. Several cities have "labor colleges" in operation under the auspices of the local labor organizations. All of these are of course confronted with the immense practical difficulties incident to the establishment of any new educational enterprise. Problems of finance, organization, teaching personnel, student body, etc., do not solve themselves. Moreover, there is an inevitable tendency for such an institution to forget its educational function in its sectarian emphasis. Its own viewpoint must be presented at all costs.

The third possible line of development—something new to the university life of the United States—is along the line of this plan experimentally inaugurated at Cincinnati. Here the already established facilities of the university, both of materials and personnel, are available for the enterprise, without initial outlay. The creation of a joint committee will safeguard the interests of each group in case differences should arise—which so far has not occurred in the smallest way.

What is the attitude of organized labor in general toward this plan? So far it has been one not merely of cooperation, but of a very real fellowship as well, between the labor members of the joint committee and their university confreres. The undertaking could not have come into being without the active support of the Cincinnati Labor Council itself. The Labor Chronicle, official mouthpiece of Cincinnati's organized labor, has given it wide publicity and has urged attendance. A dozen or more local unions have voted to pay from their treasuries the tuition fee of two dollars per course for any of their members who will avail themselves of this opportunity. (*Continued on page* 459)

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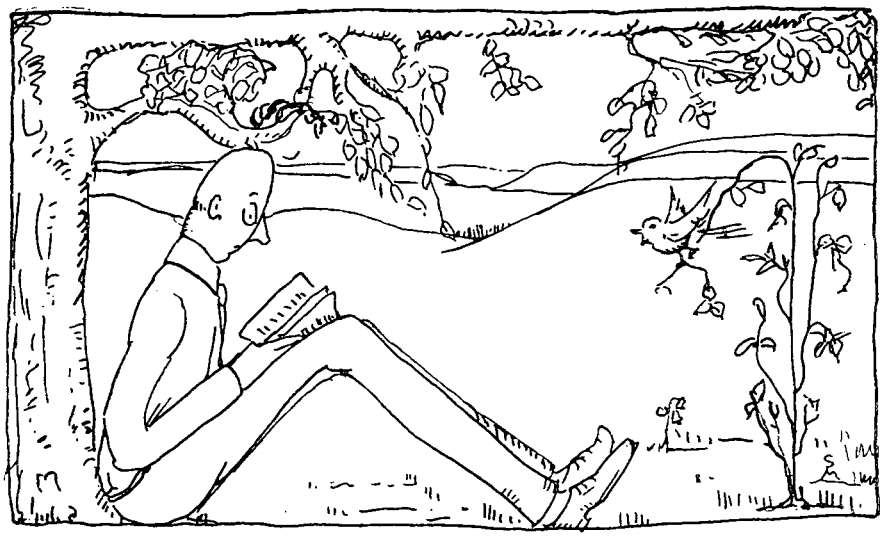

Books in Our Alcove

Edited by Leon Whipple

Henry Pratt Fairchild reviews *Studies in Human Biology* by Raymond Pearl; Cecilia Razovsky reviews *Immigration* by Edith Abbott; Joseph P. Chamberlain reviews *The Permanent Court of International Justice,* by Manley O. Hudson; George W. Kirchwey reviews *Prisons and Common Sense* by Thomas Mott Osborne; Neva R. Deardorff, *Child Marriages,* by Mary E. Richmond and Fred S. Hall; Sanger Brown, *Social Control of the Feebleminded,* by S. P. Davies.

Pearls of Publicity

VAST institutions pay to Ivy Lee of New York extremely handsome fees for his advice on publicity. He is the beau ideal of a "counselor on public relations." Yet he is never secretive—well, hardly ever—so he has recently revealed some of his principles regarding publicity in a little book, Publicity, Some of the Things It Is and Is Not, issued from the Industries Publishing Company. Since social work these days seems to consist of three things—the service or program, finances, and publicity, and the two first are more or less dependent on the last, we'd like to redistill some of Ivy Lee's wisdom for you.

He defines publicity: "Everything involved in the expression of an idea or of an institution—including the policy or idea expressed—advertising, radio, moving picture . . . speeches, books, mass-meetings, brass bands." That's a good thing to remember, that everything you do in public is publicity, and you can't spot-light some things and conceal others. You may not intend the public to know, but they will. That's what newspapers are for—not just to print your releases. Next, Mr. Lee ventures an epigram which is the heart of his philosophy, and a pearl of price to any organization: "Long ago I came to the conclusion that by far the most important aspect of any institution is not so much what it said about itself or what other people said about it, but what it did." Brass tacks, you perceive, recording again the ancient wisdom that not even by art printing can you make a silk purse out of a sow's ear.

Now with respect to getting in the newspapers: "If you want a subject to get on the first page . . . you must have news in your statement sufficient to warrant it getting on the first page. Editors of newspapers print what they do print because they have been taught by long experience that certain things, which are said to have news value, are the items which the public will be interested to read . . . Now, if the trained judgment of these men does not make them feel that a particular item will be read, what is the use of getting it printed? If it won't be read it's futile to print it." Read and ponder, all those who would vamp or bulldoze or cajole an editor into printing your little items for the good of the cause. You want readers, not space. And did you ever think that if he printed all the social publicity you offer him, you wouldn't want him to print it at all? Because if he printed what wouldn't be read, he wouldn't have any readers, and you'd go looking for another medium.

Respecting the ethics of publicity Mr. Lee is pragmatic and simple. As I get him he says, I have been in this work for twenty years, and all the time there has been a fight against the so-called press agent and "free publicity," yet my business has kept on growing, and there never were so many publicity men as to-day, and never so much so-called "free publicity" offered to the public, and if it wasn't found of value to somebody it wouldn't be offered and printed. There is no inherent virtue or vice in "free publicity" and papers like the Editor and Publisher that urge newspapers

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to disregard all unsolicited matter that comes to them are giving foolish counsel. An editor should welcome information with open arms; then exercise his judgment as to whether it was news or not, using all initiative and ingenuity to ascertain whether the facts are correct—in short treat it as he pleases. Mr. Lee does not mention that when the editor starts out to check up the facts at the original source in a corporation or elsewhere the person he generally runs up against is still the charming Mr. Lee who sent him the original release.

Nor need the editor expect a complete or candid survey of all the facts on any subject for that is humanly impossible. "Will you kindly tell me of any situation in human history which has ever been presented to the people in the form of a candid survey of all the facts?" Even Mr. Coolidge who made a speech against propaganda, says Mr. Lee, couldn't maintain that Mr. Mellon gave such a candid survey of all the facts on the Mellon tax plan "for which was conducted one of the most active agitations ever known in this country." Furthermore, even when you want to, you can't state an absolute fact for that too is humanly impossible.

> All I can do is to give you my interpretation of the facts. . . . If my interpretation of the facts appeals to you as correct and sincere . . . seems to embody accurate observation and sound processes of reasoning, and I speak to you again tomorrow, you are going to pay considerable attention to me, you are going to believe in me to a considerable extent. And then if you find the next day it is the same way, and again the next day, and the next, you are going to believe in me more and more. . . . That is the whole process with reference to propaganda—a demand which the public is entitled to make, that when it is given information upon which it is expected to form conclusions, it shall know who is doing the telling, who is responsible for the information. The essential evil of propaganda is failure to disclose the source of the information. . . . If a person utters an untruth to the public that person is going to stand well in the public eye only a very short time.

In the discussion that followed this address before the teachers of journalism, Mr. Lee declared that he did not believe the definition of proper publicity included the idea of serving the reader: it simply had to be honest, acknowledged and responsible. And there it stands. Well, stating the source of a publicity offering is a good thing, a first step, but it does not exhaust the public duty of the newspaper to print the matter which will serve and to endeavor to protect its readers not only from the anonymous, but from the selfish. The counsel on public relations is responsible to his clients, but the editor is responsible to his readers.

Biology and Society

STUDIES IN HUMAN BIOLOGY, *by Raymond Pearl. Williams and Wilkins. 653 pp. Price $8.00 postpaid of The Survey.*

HERE are gathered studies covering a wide range of subjects related to the biological aspects of human existence, written by a scientific investigator of extraordinary versatility, resourcefulness, and industry. Many of them are so technical in their details as to prevent the layman from following them throughout, but in practically every one of them there is at least one general, comprehensible conclusion so stated and expounded that any one can grasp its significance and confide in its accuracy. The mathematical and statistical method is largely used.

Among the diverse topics treated are: The Weight of the Human Brain, Race Crossing and the Sex Ratio, Congenital Malformations, Constitution and Tuberculosis, The Comparative Mortality of Man and Other Animals, Food Waste, The Statistical Evaluation of Public Health Activities, Biology and War and The Growth of Human Populations.

Of particular interest to the present reviewer are the five chapters on population, and the chapter on the Trends of Vital Indices. Taking the latter first, it may be explained that the vital index is found by dividing a hundred births by the number of deaths in a given population in a given year. From careful study of the available data Professor Pearl arrives at the conclusion that during the period from 1915 to 1921 there was a marked tendency for the native-born vital index to increase. Of course, the period is too short to justify any sweeping generalizations, but as far as the evidence goes it furnishes remarkable support to the argument long advanced by the advocates of immigration restriction that the decline in the growth of the native stock which alarmed so many people and which was used as an argument for large immigration was, in fact, itself a result of immigration to some extent at least, and might be expected to correct itself if immigration were suspended or reduced in volume.

The chapters on population, as would be expected in the work of a scientific biologist, support the pessimistic rather than the optimistic outlook on the future. They make it perfectly clear that the world in general, and the United States in particular, cannot hope to go on increasing at the present rate very much longer. Some checks to population must inevitably come into play. It rests with man himself to decide whether these checks shall be of the sort which he himself may devise by the application of his reasoning faculties to this paramount question, or of the kind which Nature, as the personification of inflexible physical forces, imposes on all living forms with no regard whatever for the happiness or welfare of the individual nor to the amount of pain and death involved.

Along a somewhat different line, but of equal value, is the author's demonstration of the fallacy of undiscriminating application of the law of organic evolution by natural selection to human societies with the deduced justification of war as an agency of progress.

HENRY PRATT FAIRCHILD

New York University

The Facts on Immigration

IMMIGRATION, *by Edith Abbott. University of Chicago Press. 809 pp. Price $4.50 postpaid of The Survey.*

THE case records of social agencies are becoming more and more valuable to the sociologist, the teacher, and the case worker. They should hold even greater significance for legislators and administrative officials for they show perhaps more than any other evidence how the variance between theoretical principles and their practical application can be discovered and reduced, if not eliminated. Immigration by Edith Abbott, first of a series of books edited by the faculty of the Graduate School of Social Service Administration in the University of Chicago, is unique in its splendid adaptation of case records which, as the author states, "have been storing away in the files during the last thirty years." As a basis of criticism and discussion social case records (first tested for their value in the classroom) dealing with the admission, exclusion, and expulsion

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of aliens are here included. Other cases illustrating the protective work necessary for the welfare of the immigrant form a second part of the volume.

Aside from the deep interest these human documents hold, they cannot fail to arouse serious questionings concerning the administrative features of the immigration law. How far in the enforcement of any law is it permissible to cause suffering to individuals for whose problems the law makes no provision? When is it fitting and proper for social agencies to enlist general interest in the difficulties caused by the administration of a restrictive law? How can social agencies secure more thoughtful laws or better administration without being charged with a dread offense—"sentimentalism"? Criticisms antagonize; but case records reveal facts as well as tendencies and processes from which there is no escape. Miss Abbott's cases teem with significance: Why are girls lost en route to their final destinations after they leave Ellis Island where they have been very carefully protected? Why do diagnoses by physicians at ports of embarkation differ from those made at ports of debarkation? Many case records of social agencies would assist in the formulation of remedial humanitarian legislation approved of by even the most drastic restrictionist. On one point Miss Abbott writes:

> One of the first problems about which the immigrant needs assistance is making arrangements to bring over the relatives he has left behind, the wife and children, the brother and sister, the aged parents. There is every reason for encouraging the immigrant to do this and to do it promptly, and the way should be made as easy as possible. . . . The men who are here will not lead normal lives if they are separated from their wives and children long; nor will those who forget their aged parents or other relatives left behind in poverty and distress develop the strength of character or generosity of spirit we respect.

Under the new immigration law thousands of women and children are separated from their lawful guardians and providers for years to come. Husbands who have taken out their first papers, who are permanently settled in the United States, sending their earnings abroad to their families, are forced to live alone. Other hardships under the new law equally devastating upon human happiness are to be found in the case files of various organizations. May social workers not properly assemble such material and present it to our law-makers?

Historical documents, long out of print, portraying the journey of the emigrant, and describing the emigrant ships of the eighteenth century and the attempted regulation of steerage conditions, illustrate the slow evolutionary process of reform. The attitude of the sending countries towards the protection of emigrants has varied. "The first law passed by any emigrating country to protect the emigrant on shipboard was an act of the British Parliament in 1803." Since then many governments have passed special regulations concerning women, protection of their nationals before departure, while on voyage, and even after arrival in the new land. The various standards of government and the failure of some to recognize their responsibilities toward their own people have led the International Labor Office of the League of Nations to establish a special emigration commission to consider the problem of the emigrant and methods of creating universally approved standards.

While this volume presents case records regarding some of the problems that confront the immigrant after his arrival and settlement here, for example, industrial accidents and workmen's compensation, unnecessary arrest, exploitation and so forth, there is room for another volume treating the subject of assimilation and naturalization with problems arising out of double citizenship, and related topics. The Americanization Series published by the Carnegie Foundation does indeed discuss post-immigration, or domestic immigration problems, as Miss Abbott terms them, but the field is so vast that many more books can be written. By this initial study, Miss Abbott has made a contribution of permanent value.

CECILIA RAZOVSKY

The World Court Explained

THE PERMANENT COURT OF INTERNATIONAL JUSTICE AND THE QUESTION OF AMERICAN PARTICIPATION, *by Manley O. Hudson. Harvard University Press. 389 pp. Price $4.00 postpaid of The Survey.*

THE people of the United States, in principle, approve a world court, but we have not yet adhered to the Permanent Court of International Justice. Are there reasonable objections to our doing so? It is argued that the Court is a League court, not the true international court of our vision. No amount of argument a priori can equal evidence drawn from experience of the actual working of the Court to settle this question. Judges are elected by Council and Assembly. Can a plan be devised by which the United States can participate in the election and yet remain a non-League state? The court gives advisory opinions to the Council of the League; is it therefore the "private attorney" of the League, (p. 250) as well as a court?

Professor Hudson, associated from its beginning with the Legal Section of the League of Nations, and professor of international law in Harvard Law School, has watched closely the work of the Court and has been active in meeting the objections to our adhesion. He is well equipped to trace the history of the Court and to point out the answers drawn from practice as from theory, to the arguments of those who would prevent the United States being one of its supporters. This he has done in The Permanent Court of International Justice, a collection of articles written in 1922 and 1923, thus showing the development of the author's thinking on the subject with his progressive experience of the Court at work. He gives a short resumé of the Court's opinions, with enough of the setting to make each decision understandable.

It is especially important that the procedure of the Court in respect to advisory opinions to the Council be clearly understood, that the judicial character of these advisory opinions may be appreciated. Professor Hudson points out that advisory opinions are given by the courts in several American states; recently James Beck has suggested a similar role for the United States Supreme Court, and yet it has never been suggested that the Supreme Court of Massachusetts, for example, was the less a court for that. Furthermore the Permanent Court has developed a procedure in passing on the question raised which makes its opinions judicial in the sense that there is a contested legal question at issue, parties on both sides are heard in argument, and the decision has been treated as settling the dispute. The Court refused to pass on a request from the Council for an opinion where the non-League state concerned refused to come into court. Several advisory opinions have been rendered interpreting the Labor Covenant. Not only the governments but also the great unions interested and the Labor Office itself argued their sides of the case, and the Court after the argu-

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ment was fully informed not only as to the legal effect of the treaty but the consequences of a decision interpreting it in one or another sense. As the decisions of the International Court are expected to build up "a continuous and harmonious system of international law" (p. 12) as well as to settle disputes, is not its method of rendering advisory opinions after hearing argument by all parties interested likely to lead to satisfactory results?

Professor Hudson thinks that Secretary Hughes' solution of the problem of adhering to the World Court Protocol without joining the League is workable, (p. 196) and he insists on the point that the Court is open to all states, League members or not (p. 31). It is a strong argument in favor of American participation, that the Court is a going concern, that the difficulty in finding a balance between great and small powers for the election of judges has been solved; and that the advantage of a permanent bench of judges, so important in the building up of international law, has been secured. Whether the United States should join the Court should be considered on its own merits free of the complications of member states in the League.

Readers of The Survey will find the essay on the World Court by Judge John Bassett Moore in his recent volume International Law and Some Current Illusions, most enlightening on the operation of the Court viewed from within.

JOSEPH P. CHAMBERLAIN
Columbia University

The Mutual Welfare League

PRISONS AND COMMON SENSE, *by Thomas Mott Osborne. J. B. Lippincott Company. 105 pp. Price $1.25 postpaid of The Survey.*

AN old story retold, with the old, simple directness of thought and lucidity of statement, but with a new persuasiveness. Mr. Osborne was well-advised to republish the two papers that make up this little volume, if only to dispel some of the illusions that have grown up concerning his point of view and the nature of his contribution to modern penology. It is largely because of these illusions that he has become a storm center of controversy. He is, in certain quarters, regarded as a radical innovator when in fact his penological principles are as old fashioned as those of Beccaria and Romilly. He believes in punishment and insists that it is not on honor systems nor on the sentimental coddling of prisoners nor even on deliberate attempts at reformation that we must rely to diminish crime, but on the deterrent effects of imprisonment, hard work and education. There is not a word about probation or parole in his book, and the elaborate psychiatric apparatus of the day he dismisses with the sentence "There are not many of them [the prisoners] mental defectives; on the contrary the majority of them are embarrassingly clever."

In the second paper, in which the author aims to show just what the Mutual Welfare League is and what it is not, he seeks again to dispel the notion that the plan involves the turning over of the prison and its management to the convict population. It is not, in the ordinary sense of the term, a system of self-government at all, but rather a method of self-control, an organization of the prison community for the purpose of developing responsibility and training in the essentials of citizenship, with the warden's firm hand directing its operation to secure these ends. The privileges of the inmates are no greater than in other prisons of the more humane and decent type, but these privileges are not conferred as an act of grace but are earned and preserved just to the extent that the inmates, individually and as a community, play the game.

It is worth while to read again the fascinating story of the way in which the league came into being at Auburn, not as a full-blown conception or theory of prison management but as a practical method of meeting the problem of allowing the inmates the use of the prison yard on a Sunday afternoon when most of the guards were off duty. Here was the whole thing in a nut shell: Would the prisoners as a body assume responsibility for the behavior of all? They did, and the result is the most important and interesting chapter in the prison history of the century as well as the key to Mr. Osborne's mind. His "common-sense" is the distilled essence of his experience.

GEORGE W. KIRCHWEY
New York School of Social Work

Youth and Marriage

CHILD MARRIAGES, *by Mary E. Richmond and Fred S. Hall. Russell Sage Foundation. 159 pp. Price $1.50 postpaid of The Survey.*

ANYTHING which helps to stabilize and harmonize our shifting views about "a child" in terms of rights, responsibilities, claims for protection, and social investment is more than welcome. Socially as well as individually we jump with astonishing agility and not much reason from regarding an immature human being as a-great-big-boy-who-ought-to-know-better-or-to-be-at-work to the only-a-child point of view which deprives him of the exercise of judgment and of the enjoyment of liberty. Doubtless some shifting is necessary and proper, but when we shift we ought at least to know whether it is toward or away from the child's own interest. Better still, we should have some scientific basis for our actions. It is to secure such basis of judgment regarding the minimum age at which the community should sanction the marriage of a young person and regarding the ways in which a community should go about enforcing its views that this study was made.

In the attempt to ascertain facts regarding the physiological development of boys and girls the authors found that "while the case on the physiological side is far from complete, the weight of evidence, in so far as we have been able to discover it, is all against marriage for either sex at puberty, against the marriage of girls under 16, and, on the whole, though not so conclusively, against marriage for girls under 18, or for boys under 20." Individual variations in the attainment of physiological maturity were found to be wide. For purposes of discussion the authors apply the term "youthful marriage" to that of a boy under twenty and a girl under eighteen, and "child marriage" to that of a boy under eighteen and a girl under sixteen.

Other factors such as climate, geography, race and social habits are given consideration. The authors remark, "the institution of marriage is so much older than law that law must move cautiously with respect to it."

The distinctive contribution of this study lies in its new material regarding the extent of child marriage in the United States and the methods of administering marriage laws, and includes intimate pictures of the circumstances in cases in which child marriage was a factor. The authors also collected the opinions of representative people regarding the minimum marriageable age. "We have found in our field visits . . . some legislators, some administrators, and some clergymen who are still convinced that any girl ar-

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rived at the age of puberty is ready for marriage." They found other officials and clergymen whose ideas were founded upon observation and a more sensitive concern for human happiness.

The falsification of marriage license records in the case of very youthful applicants seems to be an element of considerable importance. "Even in states having no minimum age requirement," say the authors, "save the common law rule of fourteen for boys and twelve for girls, we find that parents misrepresent the ages of their daughters in an effort to conform to the general social standard or to what they have heard that the law requires." The methods for establishing proof of age are carefully reviewed. The wealth of experience in the use of documentary proof of age for the issuance of working certificates points the way for the elimination of the falsification of applications for marriage licenses.

The authors close their study with a recommendation for the use of the tried methods of the social worker for getting the ball rolling. The next steps are, first, discussion among interested groups, including parents, women's organizations, teachers and particularly ministers and clergymen; second, study of all phases of the problem from scientific research regarding physiological development to careful observation of license issuing methods; and third, concerted action on certain obvious measures designed both to confer immediate benefit and to pave the way for securing more accurate information in the analysis of the practice of child marriage. A beginning can be made by interested people if they will familiarize themselves with the license issuing methods of their community, including an acquaintance with the license issuer, the results of the fee system and the methods of proving age. Advance notice of intention to marry and the control of the marriage market towns and Gretna Greens from which most large communities seem to suffer are also recommended. The authors strongly advise that minimum ages be specified in the marriage law of each state and that this minimum age be coordinated both with the minimum ages for securing working certificates and the compulsory school attendance age, and with other laws which might be invoked to secure the annulment of a marriage on the grounds of non-age.

Perhaps the best clue to the ultimate solution that these authors would offer will be found in a somewhat casual remark regarding individual physiological differences: "Evidence of these wide variations emphasizes anew the need of exercising all the intelligent discretion possible within the law; and the necessity, moreover, of so drafting our marriage laws that discretion is not only allowed but expected."

NEVA R. DEARDORFF

Pennsylvania Children's Commission, Philadelphia

The Feebleminded

SOCIAL CONTROL OF THE FEEBLEMINDED, *by Stanley P. Davies, National Committee for Mental Hygiene. 222 pp. Price $1.25 postpaid of The Survey.*

THIS volume is an important contribution to the social study of the feebleminded. Mr. Davies, for some years secretary of the mental hygiene division of the State Charities Aid Association of New York, presents a contribution chiefly respecting the situation in that state, but the problems apply to the entire country. He indicates that there are at least forty thousand mental defectives in New York state exclusive of those in institutions. "Feebleminded" applies only to mentally defective individuals, the lay reader should recall, and does not include the insane.

The history of the care of the feebleminded in New York shows how various phases of this work have originated. The beginnings were about 1850 in the institution at Syracuse where Dr. Edward Seguin, formerly of Paris, began his program for education of the feebleminded. While Dr. Seguin's conceptions as to the educability of the feebleminded proved to be only partly correct, they laid the foundation for their training by such methods as are universally accepted today.

The policy of segregation of the feebleminded was put in practice in the institution at Newark, New Jersey, which was started in 1878 for women of the child-bearing period. This plan of lifelong segregation was not very successful because of limited space and for other reasons. Later, the custodial institution for low grade cases was started at Rome in 1895 and this met an urgent need. The institution at Letchworth Village was opened in 1911 and this combined the above policies and was the most practical plan heretofore inaugurated, making provision for custody of certain types and training of others.

A program has now developed in New York state for the care of mental defectives which is thought to be practical: (1) proper institutions for cases requiring such care; (2) parole under supervision for special cases; (3) the use of the colony plan for proper cases, an excellent idea for which the country is indebted to the genius of Dr. Bernstein of Rome, New York; (4) special classes in common schools; (5) clinics throughout the state associated with the schools, for diagnostic purposes; (6) supervision by social workers; (7) care of defective delinquents in separate institutions.

It is interesting that two vital contributions to the problems of the feebleminded came from France, one from Dr. Seguin and the other from Binet, who instituted the Binet-Simon tests for intelligence.

This book will be excellent as a text book for social workers, and anyone interested in the educational, social or medical aspects of the problem of the feebleminded should be familiar with it. It is concise, clearly written and is based on a careful, scientific approach to the subject from the educational, social and broader medical standpoints.

SANGER BROWN, 2ND, M.D.

Neurological Institute, New York

THE RUN OF THE SHELVES

Books are listed here as received. Many of those mentioned by name only in the classified sections below will be reviewed later.

Education, Ethics and Sociology

EVOLUTION, GENETICS AND EUGENICS, *by Horatio Hackett Newman. University of Chicago Press. 523 pp. Price $3.50 postpaid of The Survey.*

THIS NEW edition of a recent source-book is a really fine broom to brush up the cornerse and cracks of memory if newspaper despatches from Tennessee have left a feeling that you have been out of college a long time and that some things, human pre-human or divine, are not so sharp in your mind as they might be. The author, who is professor of zoology at the University of Chicago, has made, in addition to his own sum-

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The Womans Press

600 Lexington Ave., New York, N. Y.

For Summer Reading and Autumn Inspiration

SAINTS AND LADIES

By CLARISSA H. SPENCER $1.50

The woman question as Jesus would answer it

"Behold I have set before thee an open door which none can shut."

Read of these women of whom Chrysostom says "they were more spirited than lions":

Monica, who "preserved peace in her home"—

Felicitas and *Perpetua* unable "to change their world by methods so dear to us of the twentieth century" found "the one thing they could do for the Kingdom of God and all it meant to them of love and peace, truth and freedom was to die for it and that they did with their heads held high and their banners flying"—

Hilda of Whitby, the great executive—

Julian the Mystic, whose "besetting sins were laziness and wasting of time"—but who "through her experience has opened for many others a window that they may better see the love of God"—

Luther's *"Lord Katherine"*, who served God by serving her husband and children—

Anne Hutchinson, with her spirited opposition to tyrannical authority and inhuman theology—

Our Sick Are of Any Creed

and come from all over the United States, and are of all nationalities, including Chinese, an Icelander, and an Indian, etc., because the care of cancerous poor WITHOUT PAY is not strictly found anywhere but in Rosary Hill Home, Hawthorne, N. Y., and St. Rose Free Home, 71 Jackson Street, New York, in charge of the Servants of Relief for Incurable Cancer.

We Beg Earnestly for a Large Representative Fire Proof Home, Which Is Now Half Subscribed For.

MOTHER M. ALPHONSA LATHROP,
Superior and Treasurer,
Rosary Hill Home, Hawthorne, Westchester Co., N. Y.

THE UNPRINTABLE TEXT BOOK

A handy pamphlet reprint of a stimulating article by Prof. Joseph K. Hart, Editor of The Survey's Education Department. Free to teachers on request. To others, 10 cents.

THE SURVEY

112 East 19th Street New York City

maries, a readable collection of opinions and arguments selected and arranged to give an account of the various phases of evolutionary biology condensed within the scope of a single volume of moderate size. Quotations range from Lamarck and Darwin, Huxley and Mendel, down to Osborn and Jordan and Kellogg and the other moderns, in and out of the laboratories. It is discouraging to one who hopes that the world do move to realize that Joseph LeConte's chapter on The Relation of Evolution to Materialism, published 37 years ago, might be dropped into any progressive editorial column of our day without change. But it is cheering to see again the familiar picture of man's vestigial tail muscles, not to mention the bones, and to contemplate the surprising result if our forbears had not confined their wagging to muscles near the seat of speech. A. K.

THE SOUL OF YOUR CHILD, *by Heinrich Lhotsky. Dodd, Mead & Co. 163 pp. Price $1.50 postpaid of The Survey.*

THE MONGOL IN OUR MIDST, *A Study of Man and His Three Faces. by F. G. Crookshank. E. P. Dutton Co. 123 pp. Price $1.50 postpaid of The Survey.*

DEBATE OUTLINES ON PUBLIC QUESTIONS, *by Oliver Clinton Carpenter. Milton, Balch & Co. 206 pp. Price $2.00 postpaid of The Survey.*

THE DAWN OF MANKIND, *by Harold O. Whitnall. Richard G. Badger. 278 pp. Price $3.00 postpaid of The Survey.*

THE BIOLOGICAL FOUNDATIONS OF SOCIETY, *by Arthur Dendy. D. Appleton & Co. 197 pp. Price $2.50 postpaid of The Survey.*

Community and Civic Affairs

SOCIAL ASPECTS OF FARMERS' COOPERATIVE MARKETING, *by Benson Y. Landis. University of Chicago Press. 62 pp. Price 25 cents postpaid of The Survey.*

THAT financial profit continues to be almost the only end which farmers have in view when they join cooperative marketing associations is the conclusion which Mr. Landis draws from his careful study of the social aspects of cooperative marketing in this country. He had hoped, one feels in reading his interesting pamphlet, to find a much different state of affairs, to discover that farm folk, through the lesson on the value of combined action they must have learned by uniting to sell their produce, had awakened to the possibilities in cooperation to give them opportunities and advantages much greater than can the increased money returns they are now receiving. But perhaps for the present that is too much to expect of people who are still just at the point of emerging from a standard of life far below that which our civilization has come to look upon as the least to be desired. However, Mr. Landis points out ways, not always costly, in which marketing associations could make use of the cooperative spirit that they bring into being to give to country living many of those interests that make for life at its broadest and fullest and which it now largely lacks. Also, it may be that these findings are support for the doctrine of consumers' cooperation, which holds that no enterprise having as its prime object selling and securing the highest possible price rather than supplying human needs and wants can ever have much social significance. EDWARD A. NORMAN

OUR GOVERNMENTAL MACHINE, *by Schuyler C. Wallace. Alfred A. Knopf. 223 pp. Price $2.00 trade edition, and $1.50 text edition, postpaid of The Survey.*

WHAT LA FOLLETTE'S STATE IS DOING, *by Chester Platt. Batavia Times Press. 292 pp. Price $2.50 postpaid of The Survey.*

THE STATE OF THE NATION, *by Albert J. Beveridge. Bobbs Merill Co. 277 pp. Price $3.00 postpaid of The Survey.*

THE STORY OF TEAPOT DOME, *by M. E. Ravage. Republic Publishing Co. 198 pp. Price $1.00 postpaid of The Survey.*

CAROLINA FOLK PLAYS, *by Frederick Koch. Henry Holt & Co. 173 pp. Price $2.00 postpaid of The Survey.*

Behaviour and Mental Health

BEHAVIORISM, *by John B. Watson. People's Institute Publishing Co. 238 pp. Price $3.00 postpaid of The Survey.*

"WHAT is he doing and why is he doing it?" A commonsense answer to that question, says Dr. Watson, is what the behaviorist is interested in. One may easily predict from it that behaviorism is to be the most popular branch of science, for

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the question is at the bottom of all gossip, every case history, family squabble and international conference. If you are among the old guard of psychology, this book will make you rage. But if you are a plain man, willing to take in information without too hard reading, it will interest you. And if you are an optimist, your imagination may go off in a perfect debauch over the possibilities that the application of this new point of view towards human behavior suggests. Dr. Watson, dean of the behaviorists, some-time professor of psychology and director of the Psychological Laboratory at Johns Hopkins, and author of the authoritative text on the subject, has here put out a series of popular lectures as a stenographer took them down at the People's Institute in New York. Each of the twelve lectures forms a small pamphlet, the whole fitting into a stiff and handy cover after the lectures-in-print model designed by the same publishers for Everett Dean Martin's Psychology.

MIND AS A FORCE, *by Charles F. Harford. Henry Holt & Co. 136 pp. Price $1.50 postpaid of The Survey.*

THE INNER DISCIPLINE, *by C. Baudouin and A. Lestchinsky. Henry Holt & Co. 229 pp. Price $2.00 postpaid of The Survey.*

A PRESENT-DAY CONCEPTION OF MENTAL DISORDERS, *by Charles MacFie Campbell. Harvard University Press. 54 pp. Price $1.00 postpaid of The Survey.*

SAFEGUARDING CHILDREN'S NERVES, *by Dr. James J. Walsh. J. B. Lippincott Co. 272 pp. Price $2.00 postpaid of The Survey.*

Other Books Received

STATISTICAL METHOD, *by Harry Jerome. Harper & Bros. 395 pp. Price $3.50 postpaid of The Survey.*

THE SPRITE, *by Ernest H. Baynes. The Macmillan Co. 134 pp. Price $1.75 postpaid of The Survey.*

HARD TIMES, *by Charles Dickens. Oxford University Press, American Branch. 398 pp. Price 80c. postpaid of The Survey.*

SIDE-WALK STUDIES, *by Austin Dobson. Oxford University Press, American Branch. 292 pp. Price 80c. postpaid of The Survey.*

THE NATURE, PRACTICE AND HISTORY OF ART, *by H. Van Buren Magonigle. Chas. Scribner's Sons. 314 pp. Price $2.50 postpaid of The Survey.*

SOME ASPECTS OF MODERN POETRY, *by Alfred Noyes. Frederick A. Stokes Co. 349 pp. Price $2.50 postpaid of The Survey.*

SILVERHORN, *by Hilda Conkling. Frederick A. Stokes Co. 159 pp. Price $2.50 postpaid of The Survey.*

THE SAD GARDEN TOAD, *by Marion Bullard. E. P. Dutton & Co. 51 pp. Price $2.00 postpaid of The Survey.*

PORRIDGE POETRY, *by Hugh Lofting. Frederick A. Stokes Co. 94 pp. Price $1.25 postpaid of The Survey.*

CROSS WORD PUZZLE BOOK FOR CHILDREN, *by Rosetta Goldsmith. Simon & Schuster. 47 pp. Price 75c. postpaid of The Survey.*

THE CHILDREN'S CROSS WORD PUZZLE BOOK, *by Jane Black. Simon & Schuster. 61 pp. Price $1.00 postpaid of The Survey.*

POINTS OF VIEW, *by Stuart P. Sherman. Chas. Scribner's Sons. 363 pp. Price $2.00 postpaid of The Survey.*

HERE AND NOW, *by Lucy Sprague Mitchell E. P. Dutton & Co. 123 pp. Price 70c. postpaid of The Survey.*

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Social Work in a Competitive World

(*Continued from page* 431)

that will both retain and strengthen the old virtues, and will write less of misery and more of happiness into life.

The second guarantee which a cohesive competitive society must offer its citizens is an elemental standard of public health. Sanitarians working on group sanitation, and members of the medical and allied professions, on individual clients, are the first line of offense. But social work also has a great part to play, peculiarly its own, in maintaining this second guarantee.

Its first task is to swing its organizing genius into play, for the creation and maintenance of hospitals, clinics, health centers, and experimental laboratories, in order that the people may have the best of service, and the practitioners of the healing arts may have at their disposal for economic use the best of facilities for the average person.

Its second task is to stand ready to grasp new fragments of medical and sanitary knowledge as they come off the anvil of experimental science and to organize and operate the needed educational mechanism for the distribution of new scientific truths to all the people for their self-protection.

Its third task is to utilize its own enormous machinery for studying and helping human beings individually and in the mass, in making its own researches into the causes for health and sickness among the people, and to give to the country knowledge that will raise the minimum standard of health in the light of a growing science.

Its fourth task, of equal importance with the others, and again peculiarly its own, is to ferret out the sick and those who are threatened with being sick, who cannot afford the expensive luxuries of doctors and nurses, to supply these to them, and to readjust separate broken bodies and minds to the forces within and without them so that health may follow sickness, so that sickness need not perforce follow health, and so that sickness, if it must persist in an individual, may yet be triumphed over by life.

The third guarantee that any permanent society permitting the accumulation of great wealth and of power by individuals must offer its people is for the preservation of opportunity. Opportunity is one of those precious heritages of which we are proud. We have affirmed time and again that it shall be equal; that each shall have his fling with the Goddess of Fortune and win if he can, or lose if he must. Yet, while humane, mankind is also selfish; and a society of gamblers such as we must be constantly alert if it will circumvent the scheming and plotting of its separate players whose every intention is to make victory certain for themselves with not too much thought about what happens to their opponents. There are those among us for whom opportunity never did exist, or who have had it and lost it, and for whom it must be constantly recreated. Social work steps forth with its third guarantee to the underprivileged, creating giant institutions and systems in foster care, education, and character training as effective as those which may be used by the children of the millionaire.

THE fourth guarantee is a leisure for all the people commensurate with the needs of health and self-advancement of the individual, taking into consideration an economic production standard adequate for comfortable consumption, and the acquisition of a capital surplus by society. The new mechanical order based on the division of labor, on power production and rapid distribution, makes possible a constantly shortened work day and a steadily expanding leisure. The shortened hours have not been yielded without many a bitter contest. Social work, cognizant of the throbbing life of man, of his physical weaknesses, of the limits of his nervous system, of his groping aspirations for self-advancement and happiness, has always been

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sympathetic with any just demand for a shortened day and lengthened leisure.

Yet this new leisure is by no means an unmixed blessing. Used properly and man gains immensely in health, in knowledge, in work power, and in mellowed tolerance and kindliness. Used improperly and man destroys his health, his powers of useful service, and drags those dependent upon him into want, misery and woe. So social work sets out to guarantee the creation of wholesome leisure-spending devices, the regulation of commercial leisure exploitation, and the provision of leadership and social thinking in these suddenly expanded, enormously changed hours of freedom from work. Whereas the good people of the world have frequently questioned the right of leisure, by abstinence and prohibition of relaxing recreation, social work states that leisure is both a right and a necessity in the high strung life of the day, and attacks the dangers potential within it with a positive program of leisure-time occupation.

Trade Union and University

(*Continued from page* 452)

The actual details of registration have been arranged and carried out by the working men themselves.

Something of a national color is given to the scheme by the fact that among the members of the joint committee is one who is an officer of the National Workers' Educational Bureau of the American Federation of Labor; one who is a graduate of Brookwood; one who is a member of Brookwood's Labor Cooperating Committee; and others who are members of the national governing councils of various trades unions.

The second year of this adventure in faith has just drawn to a close. While even two years is too brief a time to serve as a basis of expansive prophecy it is at least enough to show that the idea is not a mere flash in the pan. Plans for the third year are already under way. The enrollment this year has totalled 49 persons, 11 of whom have been women. Only a part are members of trades unions, for the courses are open to all who care to come. This registration is smaller than that of the first year for a number who were doubtless attracted then by the novelty of a new thing have dropped away. Those who have come for the second year are faithful in attendance and much in earnest in the whole procedure. The type of discussion and of inquiry is on a level considerably above that of the average undergraduate college group—thoughtful, incisive, and of a degree of insight which is quite out of keeping with traditional notions as to the limitations of "the labor mind."

Certain practical observations are warranted by the experience of these two years:

(1) The worker is concerned with many things other than those immediately affecting the pay envelope. The desire for those things which contribute to the enrichment of intellectual life is often as keen with him as with those who have been given the privileges of "culture" from childhood.

(2) The worker is by maturity of mind and ripeness of experience fully as capable of intellectual effort and educational achievement as is many a student who has followed without a break the prescribed course of our educational system from kindergarten to college. Capability is not confined to those who have mastered the regimen of a specified curriculum.

(3) The educational values of such a course are by no means confined to the workers. Those who have had the stimulus of meeting from week to week these alert minds from a group outside of ordinary contacts have genuinely felt that we have received more than we have given—that this process of education has been reciprocal.

Probably the most significant thing demonstrated is that organized labor and university can meet and plan and execute a joint enterprise in sympathy and fellowship. This in itself is no mean achievement in these days of industrial suspicion and unrest.

EARLE EDWARD EUBANK

ATTENDANCE at the School not only gives the student training and experience in social work, it affords him the intellectual recreation, stimulus and advancement resulting from conference and discussion with students and social workers from all over the world, including outstanding leaders in the field of his chosen interest.... The Fall Quarter begins October fifth.

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SOCIAL WORK SHOPTALK

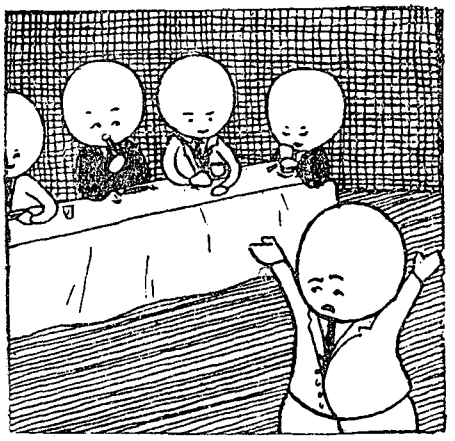
INTERNATIONAL social work recorded a new tie of good will in the letter recently received by Hastings H. Hart, consultant to the Russell Sage Foundation in Delinquency and penology, from a group of Japanese workers who wrote:

"The undersigned wish to present you our cordial friendship at the seventh convention of National Social Workers. Seventeen hundred delegates are assembling here for four days and trying to promote the cause of humanity in these islands and in the east. With the kindest regards to our dear friend and lover of our country."

Seventeen hundred social workers makes even Denver look a trifle slim!

DR. HART is one of the group of delegates appointed by President Coolidge to the International Prison Congress, which will be held in London, August 2-8, at the Imperial Institute, South Kensington, near Hyde Park. The other delegates are Dr. Herman Adler of Illinois; Commissioner Sanford Bates and Jessie D. Hodder, of Massachusetts; Dr. Amos W. Butler, of Indiana; Joseph P. Byers, of Kentucky; and Drs. Charles S. Johnson and R. F. C. Kieb of New York.

ACTING on the incontestable theory that social workers take themselves too seriously, Social Service, the monthly bulletin edited by Helen Cody Baker for the Chicago Council of Social Agencies, offers its readers a series of Pertinent Parodies as instructive as they are amusing. Gaily colored cards reproducing cut and verse are sold to member agencies to be enclosed in mail. (Samples herewith.)

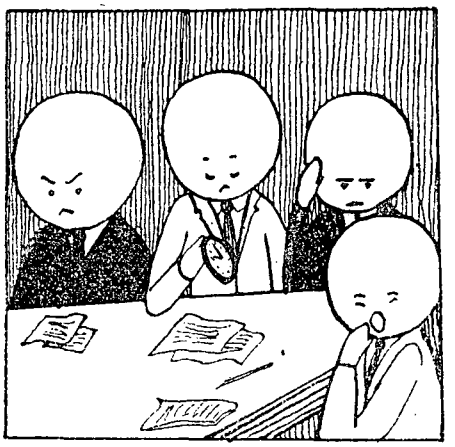


I wouldn't wail; I wouldn't bellow!
Do calm yourself, my dear young fellow!
Of course, you're far too late for eating.
But sit, and listen to the meeting.
Your conduct needs an explanation:
You didn't make your reservation—
And when a Goof is such a sinner
He has to go without his dinner!
Don't be a Goof!

H. C. B.

A NEW SECTION of Women and Children was opened on July 1 in the Pennsylvania State Department of Labor and Industry. Charlotte E. Carr, who has been assistant to Nelle Swartz, director of the corresponding bureau in New York state, and acting director during the latter's recent absence abroad, has been appointed its chief.

THE UNIVERSITY OF KENTUCKY honored one of its own alumnae at its commencement exercises this June by conferring the degree of Doctor of Laws upon Sophonisba Preston Breckinridge of Chicago, "a daughter of Kentucky, economist and sociologist, for writings of high import, director of social enterprises and representative of the accomplishments of women in education and public affairs."



These four Committee Members are
Most righteously irate;
Their time is very valuable—
They can't afford to wait!
But Messrs. X and Y are Goofs
And Goofs are always late.
Don't be a Goof!

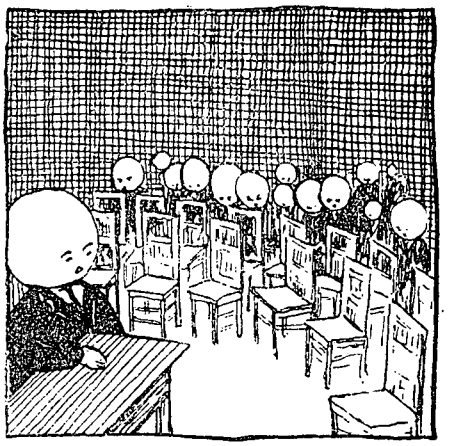
H. C. B.

AMONG the new appointments mentioned in the letters that come across the editorial desks of The Survey are those of Dr. S. J. Crumbine as general director of the American Child Health Association; of James Myers as field secretary of the Commission on Church and Social Service, and Walter W. Van Kirk as associate secretary of the Commission on International Justice and Goodwill of the Federal Council of Churches; and of Joseph J. Weber as director of Grace Hospital, New Haven, Conn. Dr. Crumbine was for many years secretary to the State Board of Health of Kansas, a position which he resigned to become director of states' relations of the A. C. H. A. in 1923. Mr. Myers' work as personnel director of the Dutchess Bleachery is well known to Survey readers; and Mr. Weber, editor for the past six years of the Modern Hospital, has held staff positions with the Boston Dispensary and the State Charities Aid Association and the Charity Organization Society of New York.

THE University of Notre Dame has established a chair for the training of leaders in boys' work, and twenty-two men are enrolled in a two years' course in Boy Guidance under Professor Raymond A. Hoyer.

PHILADELPHIA has just finished and published a new Social Service Directory, which is on sale through the Public Charities Association, 311 South Juniper Street, at $2 a copy plus postage.

WITH its organization meeting, which elected Jane M. Hoey as chairman, Margaret Rich, secretary, Bernard Fagan treasurer, and committees of equally well known social workers for specific duties, the New York City Chapter of the American Association of Social Workers has become a real and functioning body. The purpose of the new chapter, as outlined in the constitution prepared by the organizing committee under the chairmanship of Joanna Colcord, is "to bring together professional social workers for such cooperative effort as may enable the group more effectively to fulfill its function in service to society. To this end it may formulate and seek to establish professional ideals and standards, encourage proper and adequate preparations and training, disseminate information concerning social work as a profession, and conduct research, investigations, and other such activities as it may deem appropriate to this purpose."



Whenever any meeting meets,
The fight is on for choice back seats,
(The empty front seats, rows and rows
Are full of smallpox germs, I s'pose)
"Please move up front," the chair will beg,
But nary soul propels a leg!
They see but faintly, hear but dimly,
Yet cling to rear seats, oh how grimly!
Only a Goof could be so small,
But honest truly—aren't we all?
Don't be a Goof!

B. A.

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COMMUNICATIONS

While mounting pressure on The Survey's pages prevents the printing even of tabloid proceedings of all the "kindred groups" we cannot forbear giving Mr. Stonaker room for this robust and whimsical impression of a 1925 conference seen against the background of one a generation earlier.

The Big Fair at Denver

TO THE EDITOR: Well, I went to the National Conference in Denver this year. All I know about it is what I saw and what I heard. There was a lot said that I didn't hear, and there was a lot to be seen that I didn't see. I attended the other conference that was held in Denver 32 years or so ago. Then I was sent up by the city editor of a Denver paper to "give about a half a column to that bunch of cranks." There they were in the Unity church, some two hundred strong, instead of two thousand this year. There was "Uncle Alec," then a dapper, brisk and wonderfully clear and lucid talker in middle life; breezy Hart from Minnesota, serene old Brinkerhoff of Ohio; dignified Robert Treat Payne of Boston, those two fine old gentlemen from New York State, Hoyt and Letchworth; dear Julia Tutwiller carrying the lone banner of the South; a young gentlemen from Baltimore named Glenn, rather timid and bashful in such noble surroundings, and others of whom I heard much, for at that conference we saw everybody and heard everything.

If you will take down the volume report for that year and blow the dust off and read what is therein recorded I am sure you will understand every word for the language was plain. The vocabulary of today is so different I fear I shall never get it right. The president's address this year was said to be a fine thing, but though I listened I did not understand what it was all about.

It reminded me this year of those annual fairs or great market festivals they used to hold over in Russia, or those other market days when farmers came in once a year to hire help. Everybody had something to sell. I found it was no place for me to offer my buggy whips.

The other conference was most earnest in wanting to sell to the general public; this one seemed to be a mass of seething traders amongst themselves, while the common run of delegates seemed most interested in the merry-go-rounds and other amusements that usually follow in the wake of an annual fair.

In those long lost days we used to go and climb institution stairs and visit jails and prisons. Nobody was told about the wonderful government hospital near by for soldiers; no one was invited to the State Home for Dependent Children. There were no parties for the Golden Reform School. Excuse me, I should have said the Training School for Delinquent Boys. Neither was anybody interested in the State Academy for Unsocial Misses. Why, in those olden days we did not know about tuberculosis and dared not say publicly the word "venereal." Even The Survey was unknown, for it had not been born.

Instead of taking a stand for a better state care of the insane with some new methods of treatment while in custody; of a change in prison management; of fighting mad about boys and girls being thrown into common jails, of wondering what to do about the hoards of immigrants unable to speak our language or understand our customs—the present day topics were furnished by community chesters talking about salesmanship; councils or chapters of social workers talking about their own personal uplift, and a hundred and one other topics unknown to me. The only familiar thing was the way they went after the politician and damned county officials. That had a familiar sound. Dear me, they were doing it in Unity church thirty-odd years ago. We still have the politician and the county official and only a few of us have learned how to treat 'em right, not rough. They are doing a lot of things for us these days and they will do more if we learn how to handle them.

No doubt at this great fair or annual carnival the folks who were interested in pigs got together in groups and talked among themselves and exchanged opinions; those who were interested in patchwork quilts and canned fruit had much to talk about in quiet corners; and the flappers from the Schools of Social Work probably talked about their jobs and their mean bosses and how they were putting things over on the old man.

Funny about it all, and after all, I came away filled to overflowing with enthusiasm for my own particular job, much refreshed, had made some more new contacts, and so I am resolved to go to Cleveland next year and see Old Man Jackson work things out. I remember when he came into the work many years ago, for I joined the ranks a couple of years ahead of him. So you may tell good old Uncle Alec that he is not the only man who has reminiscences. I am some of an old timer myself.

C. L. STONAKER
Executive Secretary,
State Board of Children's Guardians,
Charleston, W. Va.

Mens Sana

TO THE EDITOR: The patients which we have in our sanatorium here are all tuberculosis patients. Our bed capacity is 48, but we average 49 and 50, for the last three years thus using our two emergency beds, which we found we had to provide shortly after the opening of this institution. Three-fourths of our patients at least, are patients who are cared for at county expense, and I feel quite sure in saying that seven-tenths of them have never had an opportunity to read any good magazines before entering the sanatorium, and for this reason it has given me a great deal of pleasure to pass along my own magazines to those unable to even purchase one.

It has inspired in many of them a desire for better reading material and when The Survey is laid on the table it is passed on and on. Only last week one of the men patients said to me, "One of the first things I will do when I am able to earn money again, is to get in touch with the library in my home town and read all of the good things which they have to offer." I find that they are much interested in all the subjects covered by The Survey. The articles are not too long, as many of our patients are not able to read lengthy articles.

Some of them are much surprised over some of the big accomplishments in the outside world, for you would be surprised when I say that some of our people have never been in a large city, even the size of Milwaukee, therefore you can imagine how interested they become in your descriptions of industrial plants, etc.

Personally, I am always glad to be able to pass on a little knowledge which I may have, and when I find a patient who is eager for some particular kind of reading, I always set forth and get it.

LEVINA DIETRICHSON
Superintendent, Forest Lawn Sanatorium,
Jefferson, Wisconsin

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WORKERS WANTED

WANTED: Mid West Settlement, Head Worker, Jewish, background of culture and refinement. State age, education, experience. 5218 SURVEY.

WANTED: Assistant Director, Community Council of St. Louis. A person who has had executive experience in large community and one who understands children's work and family case work. State education, experience, and give references. Community Council of St. Louis, 2221 Locust Street, St. Louis, Missouri.

WANTED: Young woman, well educated and alert, for a few months teaching and social work with a progressive Christian institution in the Southern Mountains, beginning about August 15th. No salary but traveling expenses and living. 5201 SURVEY.

WANTED: (1) Cottage Manager in Girls Industrial School, refined, educated, 25 to 45 years.

(2) Dietitian, the work includes planning and preparing and serving of meals for a group of 35 girls.

(3) Sewing Teacher, refined and educated. 5217 SURVEY.

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EXPERIENCED Field, Financial Secretary and organizer desires appointment for August. Temporary or permanent. Fourth year Field Secretary "Tribune Fresh Air Fund". Excellent credentials. Letters care of above, 225 West 40th St., New York City.

GRADUATE NURSE, experienced superintendent, desires position in Institution, School, Home. Would consider position with semi-invalid. 5228 SURVEY.

JEWISH YOUNG MAN, ten years experience as teacher, social service executive and Anglo-Jewish newspaper editor, desires position as research worker and publicity man of federation or large social agency. 5185 SURVEY.

INSTITUTIONAL SUPERINTENDENT open for position on or about October 1st. Has had experience as Sup't of Orphanage and Home for Delinquents. References. 5200 SURVEY.

SITUATIONS WANTED

COUPLE: Jewish, trained social workers, eleven years experience in child care work, vocational guidance, expert household supervision, desire affiliation with Orphanage Home, Day Nursery or After care Home. Anywhere. Highest references. 5191 SURVEY.

BARITONE SOLOIST—30, Christian, desires connection travelling lecture organization, publicity work experience, "double" in same. Robert F. Campbell Agency, 15 Lawrence Street, Yonkers, N. Y.

MAN, twenty-nine, University graduate, four years experience Boy's Work desires Settlement or Organization position, New York City or vicinity, evenings. 5227 SURVEY.

SUPERINTENDENT and Matron presently employed in Jewish Child Caring Institution seek change immediately or future. Experience covers fifteen years with dependent and delinquent children, after care, Y. M. H. A., recreational, and Settlement work. Woman expert in diet and household management. Capable of acting as girls' supervisor. 5216 SURVEY.

WANTED: Position of housekeeper or matron of institution or school, have had considerable experience in managing help as Superintendent of hospitals. References furnished. 5224 SURVEY.

EXECUTIVE (Jewish), ten years experience in community organization, relief, social center, research, self-support, cooperation, desires connection. 5225 SURVEY.

POSITION WANTED: By a lady; trained Social Worker with years of experience in different lines, though specializing in case work; to begin August first, (sooner if necessary). First class references. 5213 SURVEY.

YOUNG WOMAN (Jewish) five years secretary, two years field and resident worker for child caring organization. Now employment counsellor. Desires change. 5212 SURVEY.

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HEAD WORKER'S position in Settlement or Community House. Young man with successful experience in this capacity. Good background of university education. 5219 SURVEY.

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AMERICAN HOME ECONOMICS ASSOCIATION: San Francisco. August 1-8. Secretary, Lita Bane, 617 Mills Building, Washington, D. C.

FELLOWSHIP FOR A CHRISTIAN SOCIAL ORDER, SUMMER CONFERENCE: Olivet, Michigan. August 1-31. Chairman of Executive Board, Kirby Page, 311 Division Ave., Hasbrouck Heights, N. J.

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MINNESOTA STATE CONFERENCE OF SOCIAL WORK: State College of Agriculture, St. Anthony Park, Sept. 19-25. Secretary-Treasurer, Mrs. Robbins Gilman, 836 Andrus Bldg., Minneapolis, Minn.

WEST VA. STATE NURSES ASSOCIATION: Clarksburg, W. Va. Sept. 24-26.

PLAYGROUND & RECREATION ASSOCIATION OF AMERICA: 12th National Recreation Congress, Asheville, N. C. October 5-10. Secretary, Howard S. Braucher, 315 Fourth Avenue, New York City.

AMERICAN DIETETIC ASSOCIATION, Edgewater Beach Hotel, Chicago, October 12-15. For information address, Mrs. Walter R. Fischer, 8400 Burley Avenue, Chicago.

NEW YORK STATE CONFERENCE CHARITIES AND CORRECTION, Hotel Roosevelt, New York City, Dec. 8-11. Secretary, Richard W. Wallace, Drawer 17, The Capitol, Albany, N. Y.

AMERICAN ASSOCIATION FOR LABOR LEGISLATION, New York City, Dec. 29-31. Secretary, John B. Andrews, 131 E. 23rd Street, N. Y. City.

AMERICAN HEALTH CONGRESS Atlantic City, N. J., May 17, 1926. For information write to Mrs. Helen B. Eveline, Secretary National Health Council, 370 Seventh Avenue, N. Y. C.

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